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Amended General Plan

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AMENDED GENERAL PLAN

City of Fillmore, California

October, 1979

ENVISTA, INC.
1745 Orangewood Ave. #210
Orange, California 92668

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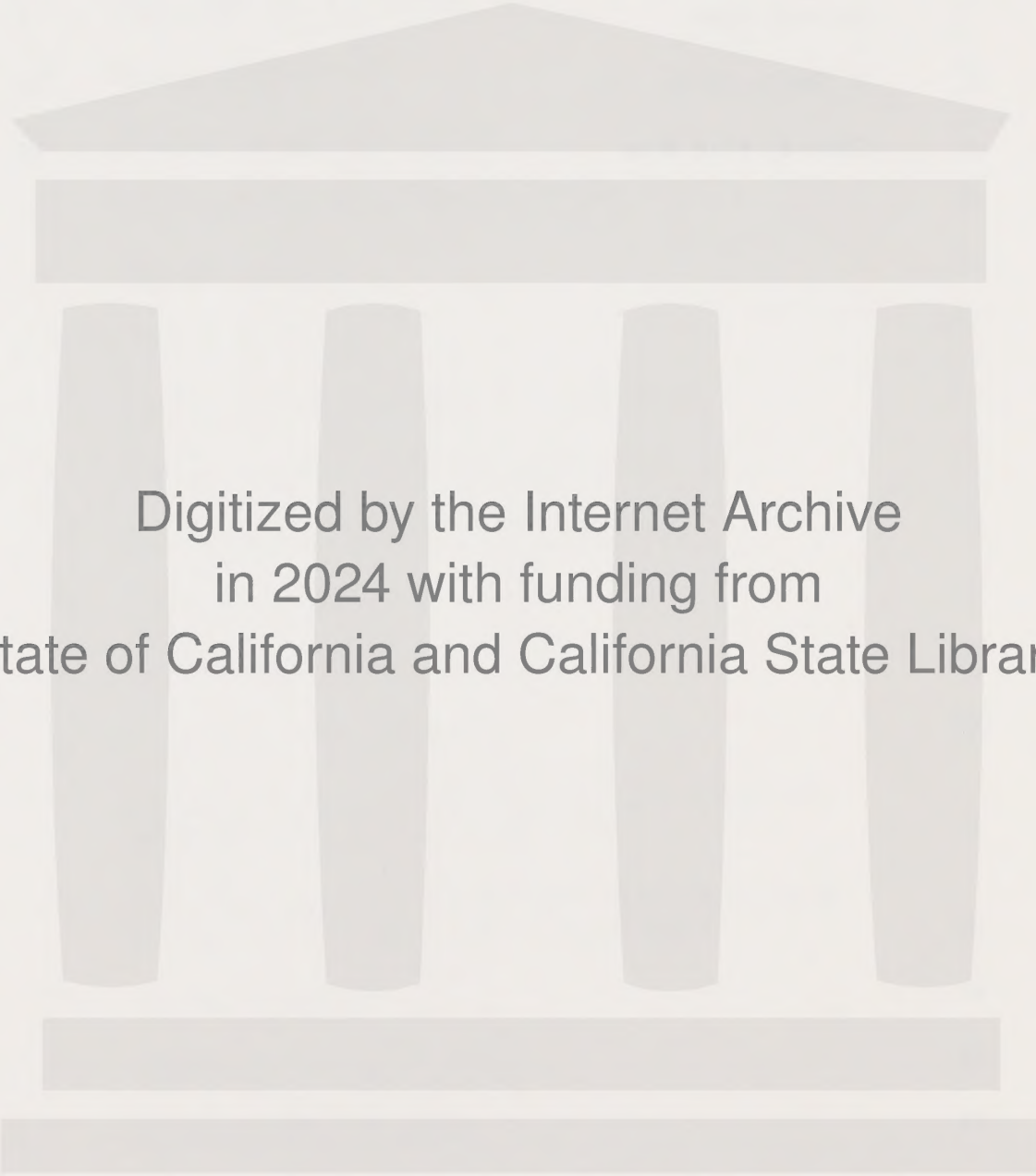
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BASIS FOR PLANNING

LOCAL AND REGIONAL SETTING

Fillmore is located in the Santa Clara Valley at the convergence of the Santa Clara River and Sespe Creek. The valley is bounded to the north and south by mountain ranges, the northern including the Los Padres National Forest and Sespe Wildlife Area. The narrow alluvial valley contains agricultural uses. Urban uses have been encroaching into the valley from the west in the Ventura-Santa Paula area. Route 126 connects the valley cities with Ventura, the regional center, in the west and Interstate 5 in the east at Castaic Junction. Route 126 has been partially upgraded to freeway standards in the Ventura-Santa Paula area.

EXISTING DEVELOPMENT

Purpose of Study

All plans for the future must rest upon the base of existing conditions and an understanding of the directions of growth, change and development. It is important, therefore, to know how land is being used in the City and how the various types of use are distributed throughout the community. In addition, it is important to be able to compare the land use pattern in Fillmore today with the City as it is proposed in the year 2000. This would provide some basis for understanding proposed changes.

Method Employed

In March of 1978, each parcel of land within the planning area (see Figure 1) was inspected and its use recorded on field maps. The information was subsequently reviewed and a complete tabulation of the quantities of land in each of the land use classifications was prepared by the consultants. The land use data was also recorded on a map whereon the use of each lot was depicted by a color representing the classification of use.

The data collected by this process provides not only a quantitative analysis of the disposition of land, but through the mapping of the findings, it is possible to observe and analyze groups of like uses, clusters of development, their relative intensity, and also areas where conflicting land use patterns have developed.



LEGEND

----- Fillmore Corporate Boundary

..... RLUP Growth Boundary



Areas of Designated Floodway and/or
100-year Flood Plain

VICINITY MAP

FIGURE
NO.

1

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Summary of Land Use Survey

The Regional Land Use Program (RLUP) growth boundaries for the City of Fillmore contain approximately 2,340 acres. Of this, approximately 520 acres are primarily within stream channels and undevelopable flood plains and have been identified as "Other Open Space" on the General Plan Map. Therefore, this study concentrated on the remaining 1,820 acres of land and is referred to as the study area.

There is currently approximately 1,380 acres of land within the existing City limits. If Fillmore were to be classified by its predominant use, it would be viewed as a residential community. Over 35% (489 acres) of the total land within the City limits is devoted to some type of residential use.

Commercial land uses within the City limits account for approximately 35 acres.

Industrial land uses within the City limits utilize 59 acres of the total land within the planning area.

A condition which will have a significant impact upon the future of Fillmore is the amount of vacant and agricultural land. There are currently 351 acres of agriculture and 191 acres of vacant land within the City. It should be noted that some of the land (approximately 260 acres) currently within the City limits is outside the RLUP growth boundary and therefore, outside the Santa Clara River which is currently being used for a sanitary landfill and agriculture. Due to the flood hazard associated with these parcels, it is not anticipated that their land use will change in the foreseeable future.

POPULATION/HOUSING

The City of Fillmore's population has historically been stable, typical of a rural area, with little dramatic increase or decrease. In the last decade, however, the area has experienced a period of more rapid growth. Table 1 details the increase since 1960. The largest percent increases have been in the under-30 and over-60 age groups. This is consistent with statewide population figures and is expected to continue in the near future. The ethnic composition of the population, Table 2, consists of white, a majority with 61 percent in 1975, and Mexican-American, a significant minority with 38 percent

TABLE 1
POPULATION BY AGE GROUP
(City of Fillmore)

	<u>1960</u>		<u>1970</u>		<u>1975</u>		<u>Increase</u>	
0-4 years	490	10.2%	590	9.4%	635	8.1%	145	30%
5-9	504	10.5%	684	10.9%	734	9.4%	230	45%
10-14	538	11.2%	627	10.0%	823	10.6%	285	53%
15-19	427	8.8%	669	10.6%	732	9.5%	305	71%
20-24	263	5.5%	448	7.2%	642	8.1%	379	144%
25-29	261	5.4%	411	6.6%	598	7.7%	337	129%
30-34	308	6.4%	349	5.6%	518	6.6%	210	68%
35-39	334	6.9%	335	5.3%	440	5.7%	106	31%
40-44	318	6.6%	349	5.5%	373	4.8%	55	17%
45-49	296	6.2%	374	5.9%	377	4.9%	81	27%
50-54	232	4.8%	335	5.3%	413	5.3%	181	78%
55-59	211	4.4%	284	4.5%	319	4.1%	108	51%
60-64	189	2.9%	226	3.6%	326	4.2%	137	72%
65-69	161	3.4%	210	3.3%	306	2.9%	145	90%
70-74	113	2.4%	164	2.6%	214	2.8%	101	89%
75+	<u>163</u>	<u>3.4%</u>	<u>230</u>	<u>3.7%</u>	<u>273</u>	<u>3.5%</u>	<u>110</u>	<u>67%</u>
Total	4,808	99.0%	6,285	100.0%	7,723	98.2%	2,915	60%
Median Age	28.9		26.3		28.1			

Source: 1960/1970 U.S. Census
1975 California State Census
County of Ventura

TABLE 2
ETHNIC COMPOSITION
(City of Fillmore)

	<u>1970</u>		<u>1975</u>	
White	4,250	67%	4,765	61%
Black	4	*	8	*
American Indian	7	*	20	*
Asian	19	*	16	*
Mexican-American	1,889	30%	2,914	38%
Other	<u>116</u>	<u>2%</u>	<u> </u>	<u> </u>
Total	6,285	99%	7,723	99%

* Less than one percent.

Note: 1970/1975 data not comparable because of changes in definitions.

Source: 1970 U.S. Census
1975 California State Census
County of Ventura

of the total. Table 3 shows how the distribution of annual income has changed since 1960, with the median income rising from \$6,010 in 1960 to \$10,540 in 1975. The median family income for Ventura County as a whole has risen more dramatically which probably reflects the more rapid growth of the County in general.

The recent rapid growth of the City of Fillmore is detailed in Table 4, Residential Building Permit History. Seventy-two percent of the residential units constructed between 1971 and 1977 were single-family, with the remainder duplexes or apartments. Table 5 shows housing tenure for Fillmore's Sphere of Interest in 1970 and the City of Fillmore in 1975. The proportion of owners to renters increased during those years, as a result of the new single-family home construction shown in the previous table.

EXISTING LAND USES

(Refer to Tables 6, 7, 8 and 9 while reviewing the following.)

Agricultural

Agricultural uses within the City of Fillmore consist of orchards and land used as pasture or grazing and comprise 32 percent of the total land use. The 123 acres of orchards are located in three primary areas: to the south of Ventura Street the length of the City; the blocks surrounded by 1st, 2nd, "A", and "C" Streets; and the block bordered by 5th, 6th, Central, and "A" Streets. Although the orchard uses are contained almost entirely within the A-1 (Light Agricultural) zoning designation, the existing General Plan projects more intense uses. For this reason, as development occurs, commercial uses along Ventura Street and residential uses in the north are encroaching upon the orchards.

There are approximately 228 acres of pasture uses within the City, located on the higher slopes in the northeast portion of the City and adjacent to or within the floodplain in the southern and western portions of the City. More than two-thirds of the pasture uses are zoned O-S (Open Space), with the majority of the remaining area zoned A-1. This is consistent with the current General Plan which projects those as open space with the exception of the steeper slopes in the northeast, which are designated as residential at three units per acre. Land is currently being used for pasture primarily where other uses are not feasible (i.e., steep slope or floodplain).

Residential

Residential uses comprise the majority of land use in the City. For purposes of discussion, residential uses have been separated into the low, moderate, and high density ranges as shown in Table 9. The low density range,

TABLE 3
ANNUAL INCOME DISTRIBUTION
(City of Fillmore)

	<u>1960</u>		<u>1970</u>		<u>1975</u>	
\$ 0-3,999	296	25%	183	12%	439	17%
\$4,000-5,999	299	25%	126	8%	310	12%
\$6,000-7,999	280	23%	212	14%	229	9%
\$8,000-9,999	138	12%	231	15%	250	10%
\$10,000-14,999*	180	15%	449	30%	677	26%
\$15,000-24,999			234	16%	560	22%
\$25,000+	<u> </u>	<u> </u>	<u>67</u>	<u>4%</u>	<u>133</u>	<u>5%</u>
Total	1,193	100%	1,502	99%	2,598	101%
Median Family Income	\$6,010		\$9,992		\$10,540	
Ventura County Median Family Income	\$6,420		\$11,160		\$12,660	

Note: 1960 category defined as \$10,000+

Source: 1960/1970 U.S. Census
1975 California State Census
County of Ventura

TABLE 4
RESIDENTIAL BUILDING PERMIT HISTORY
(City of Fillmore)

	<u>Single-Family</u>	<u>Valuation</u>	<u>Multi-Family</u>	<u>Valuation</u>	<u>Total</u>	<u>Valuation</u>
1971	32	\$ 495,076	13	\$ 127,127	45	\$ 622,203
1972	155	2,513,644	16	194,025	171	2,707,669
1973	41	729,282	0		41	729,282
1974	73	1,383,874	24	235,285	95	1,619,159
1975	50	1,113,132	39	265,524	89	1,378,656
1976	68	1,567,280	26	352,576	94	1,919,856
1977	<u>129</u>	<u>4,273,964</u>	<u>10</u>	<u>211,460</u>	<u>139</u>	<u>4,485,424</u>
Total	548	\$12,076,252	128	\$1,385,997	674	\$13,462,249

Source: City of Fillmore

TABLE 5
HOUSING TENURE

	1970 (Sphere of Interest)			1975 (Fillmore City)		
All housing units	2,740	100	%	2,487	100	%
Vacant	124	4.5	%	105	4.2	%
All occupied housing units	2,616	95.5	%	2,382	95.8	%
Persons per household	2.9%			3.2%		
Owner occupied	1,364	52	%	1,233	60	%
Value \$5,000	22	2	% of owner occupied			
5-7,499	37	3	%			
7,500-9,999	71	6	%	402	33	% of owner occupied
10-14,999	244	21	%			
15-19,999	342	30	%			
20-24,999	194	17	%	404	33	%
25-29,999	174	15	%	207	17	%
30-34,999				124	10	%
35-49,999	42	4	%	96	8	%
50,000+	29	3	%			
Renter occupied	1,252	48	%	637	31	%
Rent \$30	159	15	% of renter occupied			
30-39	77	7	%			
40-59	241	22	%	354	55	% of renter occupied
60-79	258	24	%			
80-99	121	11	%			
100-149	150	14	%	\$100-175: 247	39	%
150-199	16	1	%	\$176-249: 31	5	%
200-249	1	--				
250+	0	--		5	1	%
No cash rent	71	6	%	--	--	

Note: 1970 home values/rents given for specified occupied units only
1975 total occupied units includes owners, renters and no response

Source: 1970 U.S. Census
1975 California State Census

		A1	R1	R2	R3	C0	C1	C3	M1	M2	OS	TOTAL
AGR	Orchard	123		*								123
	Pasture	40	1						11		176	228
RES	Rural 0-1	33	22		4							59
	Very Low 1.1-2.1	2	17	3	5			3				30
	Low 2.2-5	*	49	18				1	1			69
	Low-Med 5.1-7.2		126	30	8	1	*	1	*			166
	Medium 7.3-10		52	10	5			*	*			67
	Med-High 10.1-17.3		4	24	10		*	1				39
	High 17.4+		1	7	6			4	2			20
	Mobile Home			1	38							39
COM	Services		*	*	*	2		11	1			14
	Retail			1	3	*	2	10	1			17
	Shopping Center							4				4
IND	Lt. Industry	1			*			*	18			19
	Heavy Industry							8	19	13		40
CS	Community Svcs	53	3	6	2	2		3	2		54	125
VAC	Vacant	51	6	3	14	*	1	7	6	6	97	191
	TOTAL	303	281	103	95	5	3	53	61	19	327	1,250

LAND USE (Acres)
(City of Fillmore)

TABLE 6

Figures do not include streets, alleys, railway

*Less than one acre

		A1	R1	R2	R3	C0	C1	C3	M1	M2	OS	TOTAL
AGR	Orchard	100		*								100
	Pasture	18	*						5		77	100
RES	Rural 0-1	57	37		6							100
	Very Low 1.1-2.1	7	55	11	17			10				100
	Low 2.2-5	*	72	26				1	1			100
	Low-Med 5.1-7.2		76	18	5	*	*	1	*			100
	Medium 7.3-10		78	14	8			*	*			100
	Med-High 10.1-17.3		9	61	26		1	3				100
	High 17.4+		4	35	29			21	10			99
	Mobile Home			2	98							100
COM	Services		3	1	1	14		77	4			100
	Retail			9	17	1	10	58	5			100
	Shopping Center							100				100
IND	Lt. Industry	3			2			2	93			100
	Heavy Industry							19	49	32		100
CS	Community Svcs	42	3	5	2	1		2	2		43	100
VAC	Vacant	27	3	2	7	*	*	4	3	3	50	99
	TOTAL	24	22	8	8	*	*	4	5	1	26	98

PERCENT OF ZONING WITHIN EACH LAND USE
(City of Fillmore)

TABLE 7

*Less than 1%

TABLE 8
PERCENT OF LAND USE WITHIN EACH ZONE
(City of Fillmore)

		A1	R1	R2	R3	C0	C1	C3	M1	M2	OS	TOTAL
AGR	Orchard	40		*								10
	Pasture	13	*						18		54	18
RES	Rural 0-1	11	8		4							5
	Very Low 1.1-2.1	1	6	3	5			6				2
	Low 2.2-5	*	17	17				1	1			5
	Low-Med 5.1-7.2		45	29	8	10	16	2	*			13
	Medium 7.3-10		19	9	5			*	*			5
	Med-High 10.1-17.3		1	23	11		9	2				3
	High 17.4+		*	7	6			8	3			2
	Mobile Home			1	39							3
COM	Services		*	*	*	41		20	1			1
	Retail			1	3	4	50	18	1			1
	Shopping Center							8				*
IND	Lt. Industry	*			*			1	29			2
	Heavy Industry							15	32	68		3
CS	Community Svcs	18	1	6	2	35		5	4		16	10
VAC	Vacant	17	2	3	15	8	25	13	10	32	30	15
	TOTAL	100	99	99	98	98	100	99	99	100	100	98

*Less than 1%

<u>Land Use</u>	<u>Acres</u>	<u>Percent</u>
Agriculture		
Orchard	123	10%
Pasture	<u>228</u>	<u>18%</u>
Total Agriculture	351	28%
Residential		
Rural/Very Low (0-2.1 units/ not acres)	89	7%
Low/Low-Med/Medium (2.2-10)	302	24%
Med-High/High (10.1-17.4+)	59	5%
Mobile Homes	<u>39</u>	<u>3%</u>
Total Residential	489	39%
Commercial		
Services		1%
Retail		1%
Shopping Center		<u>*</u>
Total Commercial	35	3%
Industrial		
Light		2%
Heavy		<u>3%</u>
Total Industrial	59	5%
Community Services	125	10%
Vacant	191	15%
Subtotal	1,250 acres	100%
Streets, Alleys, Railway	<u>130</u> acres	
Total Acres	<u>1,380</u> acres	

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approximately 0-2.1 units per net acre, occupies about 90 acres, primarily in the northeastern portion of the City. This area contains some steeper slopes, and generally the lots are larger in size than the rest of the City. Almost all of these low density uses occur in the A-1 and R-1 (Single-Family Residential) zones and are consistent with the current General Plan which designates development at 0-3 units per gross acre in the area.

The moderate density range of residential uses, about 2.2-10 units per net acre, forms the largest category of residential uses and 24 percent of the total City land use. Housing of this density is generally located in the area north and east of the central business district and in the area southwest of Telegraph Road which contains some newer subdivisions. The vast majority of these areas are zoned R-1 and R-2 (Low Density Multiple Residential). The General Plan currently projects these areas for comparable densities, 4-8 units per gross acre.

High density residential uses, above 10.1 units per net acre, constitute approximately 60 acres, or 5 percent of the total land use. These uses tend to occur on the smaller residential lots adjacent to the downtown area and in the northwestern area generally surrounded by 3rd, 5th, "A", and "B" Streets. Zoning of this area consists primarily of R-2 and R-3 (Medium Density Residential) with some uses located in the R-1, C-3 (Medium Commercial) and M-1 (Light Manufacturing and Industrial) zones. The existing General Plan projects higher density residential for all these areas, from 8 to 12 units per gross acre.

Mobile home uses constitute 3 percent of the total City land use, occupying 39 acres. All but a very small portion of this is located in a mobile home park within the R-3 zone in the southeastern portion of the City. The use is within the General Plan projections of 10 units per acre.

Residential uses have generally developed consistent with current General Plan projections, with higher densities nearer the central business district and the lowest densities in the northeast area on the higher slopes.

Commercial

Commercial uses are divided into three categories: service, retail, and shopping center commercial. Service commercial uses consist of uses such as barber shops and banks which provide a consumer service. The 14

acres of service commercial uses comprise 1 percent of the total land use. Some of these uses are located on Ventura Street; however, most service establishments are concentrated in the downtown area. The majority (91 percent) are located in the C-O (Commercial Office) and C-3 zones.

Retail commercial uses include stores with merchandise for sale such as grocery and hardware stores. The approximately 17 acres of this commercial category make up 1 percent of the City's total land use. Retail establishments, like service uses, are located on Ventura Avenue and in the central business district with some additional locations on "A" Street and Telegraph Road at 1st and 3rd Streets. Most of the retail land use is within the C-3 zoning in the downtown area.

The shopping center category includes a combination of the retail and service uses in a center development. Fillmore has one center at the northwest corner of Ventura and "A" Streets in the C-3 zone.

These commercial uses are generally consistent with the General Plan which projects commercial uses in the central business district, highway commercial uses along much of Ventura Street, and neighborhood commercial uses in several locations throughout the City as well as adjacent to the downtown area.

Commercial uses in the past have been centralized in the downtown area, and are now beginning to locate along Ventura Street. Commercial development along Ventura Street has been at major intersections because of the high visibility and is now beginning to fill in the central portions of the block and encroach into agricultural areas.

Industrial

Industrial uses make up 5 percent of the City's land use. These are located in the southeastern portion of the City on Ventura Street, along the Southern Pacific Railroad at "A" Street and between 2nd and 3rd Streets, and in the northern portion of the City on "B" Street between 5th and 7th Streets. The majority of the industrial developments are within the M-1 and M-2 (Medium Manufacturing and Industrial) zones, with some additional acreage in the C-3 zone. Almost all industrial uses are consistent with General Plan projections.

Community Services

This use category includes 10 percent of the total land use and is made up of developments which serve the community as a whole: government buildings, schools, parks, churches, and utilities. Of the approximately 125 acres being used as community services, approximately one-half are within the A-1 zone and one-half within the O-S zone. The portion of land within the A-1 zone consists of schools, water reservoirs, and a convalescent hospital. The O-S zoned portion consists of a park and sewage treatment facility.

Open space and recreational facilities in the Fillmore area include the 15-acre Kenney Grove Community Park and the 213-acre Toland Regional Park both operated under Ventura County. Locations within the City of Fillmore include Sespe Park, two elementary schools, a junior high school and a high school, and the Southern Pacific Railroad right-of-way and the small area at Central and Santa Clara Avenues. Facilities include passive open space areas, benches, basketball courts, baseball fields, tennis courts, paved game areas, and an athletic stadium. Other open space resources in the area include the foothills at the northeast of the City, the area adjacent to Sespe Park, areas to the west and south along Sespe Creek and Santa Clara River, and the area within the City limits across the Santa Clara River.

Vacant

Vacant land represents 191 acres in the City, or 15 percent of the City's land use. Fifty percent of this is located within the O-S zone, while 27 percent is zoned A-1. Significant areas of vacant land use are located in the northeast section of the City, zoned A-; on the west side of "A" Street between 6th and 7th Streets, zoned M-1 and M-2; "C" Street between 1st and 2nd Streets, zoned A-1 and O-S; and a portion of the City located within the Santa Clara River, which is zoned O-S.

Table 10 presents a summary of developable land that is currently either vacant or underdeveloped acres in the City. Underdeveloped consists of parcels developed at a less intense and incompatible use to the General Plan designation for that area. Undevelopable land, land that is constrained by slope, rivers, etc., is not included. The total of the table indicates 79 acres of vacant land and 222 acres of underdeveloped existing land that could be developed under the existing General Plan. If all this land were developed to capacity (although it is unlikely that all underdeveloped land will

TABLE 10
EXISTING DEVELOPABLE ACREAGE¹
(City of Fillmore)

	<u>Acres</u>	<u>Existing Land Use</u>	<u>Existing General Plan</u> ²	<u>Additional Residential Units</u>
A-1 Zone				
Vacant	3.2		R-3	10
	13.2		R-5	66
Underdeveloped	12.8	Pasture	R-3	38
	89.7	Orchard	R-5	448
	41.2	Orchard	R-8	330
	4.8	Orchard	R-10	48
	19.0	Orchard	R-14	266
	22.0	Orchard	R-18	396
	16.4	Orchard	HC	
	1.2	Nursery	OS (Elementary School)	
R-1 Zone				
Vacant	5.5		R-3	16
	1.3		R-4	5
	.2		R-5	1
R-2 Zone				
Vacant	3.3		R-8	26
R-3 Zone				
Vacant	4.3		R-3	13
	9.6		R-12	115
	.5		R-20	10
CO Zone				
Vacant	.4		CBD	
Underdeveloped	.5	Low-Med. Res.	CBD	
C-1 Zone				
Vacant	.8		NC	
* Underdeveloped	.5	Low-Med. Res.	R-8	4
*	.3	Med.-High Res.	R-8	2
C-3 Zone				
Vacant	4.3		CBD	
	2.8		NC	

TABLE 10 (continued)

	<u>Acres</u>	<u>Existing Land Use</u>	<u>Existing General Plan</u> ²	<u>Additional Residential Units</u>
M-1 Zone				
Vacant	5.9		Industrial	
Underdeveloped	.1	Commercial	Industrial	
	2.9	Low-High Res.	Industrial	
	11.1	Pasture	Industrial	
M-2 Zone				
Vacant	5.8		Industrial	
OS Zone				
Vacant (includes vacant recorded tract)	18.0		OS	61

¹ Excludes land on high slopes, within rivers, etc.

² R-3 = Residential, 3 units/acre, etc.
 HC = Highway Commercial
 NC = Neighborhood Commercial
 CBD = Central Business District Commercial
 OS = Open Space

* In conflicts between General Plan designation and Zoning, the General Plan designation is given precedence.

TABLE 10 (Continued)

TOTALS

<u>Existing General Plan</u>	<u>Vacant</u>	<u>Underdeveloped</u>	<u>Total</u>	<u>Additional Residential Units</u>
R-3	13.0	12.8	25.8	77
R-4	1.3		1.3	5
R-5	13.4	89.7	103.1	515
R-8	3.3	42.0	45.3	362
R-10		4.8	4.8	48
R-12	9.6		9.6	115
R-14		19.0	19.0	266
R-18		22.0	22.0	396
R-20	.5		.5	10
NC	3.6		3.6	
HC		16.4	16.4	
CBD	4.7	.5	5.2	
Industrial	11.7	14.1	25.8	
OS (Elementary School)		1.2	1.2	
OS	<u>18.0</u>	<u> </u>	<u>18.0</u>	<u> </u>
	79.1	222.5	301.6	1,794

be brought up to its maximum allowed intensity), the 1,794 additional dwelling units would add approximately 5,400 new persons, using persons/dwelling unit figures included in the existing General Plan. This would also add 25 acres of commercial uses and 25 acres of industrial uses to the City.

REVIEW OF ENVIRONMENTAL CONDITIONS, HAZARDS AND CONSTRAINTS

As part of the compilation of baseline and background data for the update and revisions to the City's General Plan, a preliminary review of the Seismic Safety and Safety Element of the General Plan was undertaken. This document, prepared by the County's Environmental Resources Agency for the City, addresses the various factors of the physical environment which pose a threat, risk, or hazard to property and human safety. In an effort to utilize the information contained in this document as a planning tool for the update to the General Plan, a series of acetate overlays have been prepared which correspond to the hazard plates in the Seismic and Safety Element.

It is apparent, after reviewing the overlays and the text of the Seismic and Safety Element, that no area in the City is totally free from some sort of environmental hazard or constraint. It should be noted that while some of the environmental factors are of major significance, others may be considered to be of minor importance due to their isolated character within the City or the level of management of the factor which can be accomplished through the use of standard engineering and planning practices. Such minor factors include expansive soils and subsidence, fire hazards, and landslide/mudslide hazards.

Environmental factors of importance to the general planning of the City include flood hazards and seismically related hazards such as ground shaking, surface displacement, and liquefaction. These factors are described as being of major significance due to the large portions of the City which are covered by these hazard zones.

CONSTRAINTS AND OPPORTUNITIES

This section is intended to provide a brief outline of the major constraints and opportunities to Fillmore's future.

CONSTRAINTS

Environmental elements constitute the major constraint to future growth. These elements: flood and seismic-related hazards, landslides, fire risk, etc., are discussed briefly on the previous page and in detail in Ventura County's Seismic and Safety Element. These constraints must be removed or mitigated in conjunction with any development in these sensitive areas.

OPPORTUNITIES

There are two primary opportunities, both related to Fillmore's rural character: the open space in and around the City and the City's strong central business district.

The open space within the City includes the four schools, the Southern Pacific Railroad right-of-way uses, vacant land south of Ventura Street and in the western portion of the City, and the openness of the area surrounding the City. Care should be given in the development of the General Plan to preserve areas for their open space qualities.

Because Fillmore is a rural town, somewhat isolated from other communities, it has a strong, defined commercial district along Central Avenue. This centralized commercial area allows convenient shopping and creates a focus for the City. Additional commercial areas should be added only as the need justifies increases so as to avoid adverse impacts on existing areas.

FUTURE CITY GROWTH

Using figures consistent with Ventura County's Regional Land Use Program, the following projected land use demand is presented. The numbers are consis-

tent with RLUP Alternative # 3 for population and RLUP Alternative # 2 for density. Commercial acreages are projected using sales tax figures correlated with the population numbers.

	<u>1975</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
Population	7,723	9,886	11,150	12,050	12,951
Housing	2,487	3,532	3,905	4,025	4,333
Residential Acres	680	805	890	920	1,050
Commercial Acres	35*	35	38	47	59

* 1978

REVIEW OF ALTERNATIVES

The Planning Commission and Steering Committee after reviewing the background material developed three alternatives for 31 study parcels (see Figure 2 and Table 11), and after several study sessions selected an alternative for further refinement to be considered at a public hearing (see Table 12). This alternative was not selected from one of the three "basic" options but rather from a combination of the various land use alternatives listed for each of the City's study sites. The recommended alternative for each study parcel on Table 11 indicates the alternative selected by the Planning Commission.

The statistical summary for the various alternatives are presented in three tables: Table 12 shows the total City land use distribution given the alternatives for each site, Table 13 presents a projection of the additional number of housing units (per the land use alternatives), and Table 14 indicates possible population gains based on the added housing units.



31 STUDY SITES

FIGURE
NO.

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TABLE 11

LAND USE ALTERNATIVE BY SITE

<u>Site</u>	<u>Alternative 1</u>	<u>Alternative 2</u>	<u>Alternative 3</u>	<u>Adopted Alternative</u>
1. 125 acres Land Use: vacant, agricultural and scattered industrial Zoning: M-1, M-2, County G.P.: Industrial - City area No designation outside City	38 acres Light Ind. and 87 acres Gen. Ind.	Light Ind. uses for entire area	Gen. Ind. uses for entire area	38 acres Light Ind. and 87 acres Gen. Ind.
2. 25 acres Land Use: citrus Zoning: S 10 ac. - A-1 N 5 ac. - County G.P.: S 10 ac. - 5 units/ac. N 5 ac. - County	8 units/ac.	5 units/ac.	8 units/ac.	8 units/ac.
3. 143 acres Land Use: vacant Zoning: A-1 G.P.: 3 units/ac.	1 unit/5ac.	1 unit/ac.	2 units/ac.	0.75 units/ac.
4. 11.2 acres Land Use: vacant Zoning: R-3 G.P.: 3 units/ac.	7 units/ac.	7 units/ac.	3 units/ac.	7 units/ac.
5. 4 acres Land Use: residential Zoning: R-1 G.P.: 12 units/ac.	5 units/ac.	5 units/ac.	5 units/ac.	5 units/ac.

<u>Site</u>	<u>Alternative 1</u>	<u>Alternative 2</u>	<u>Alternative 3</u>	<u>Adopted Alternative</u>
6. 36 acres Land Use: N $\frac{1}{2}$ vacant S $\frac{1}{2}$ citrus Zoning: N $\frac{1}{2}$ open space S $\frac{1}{2}$ County G.P.: N $\frac{1}{2}$ open space S $\frac{1}{2}$ no designation	5 units/ac.	5 units/ac.	5 units/ac.	5 units/ac.
7. 20 acres Land Use: vacant Zoning: County G.P.: open space	Light Ind.	Light Ind.	Light Ind.	Light Ind.
8. 19 acres Land Use: citrus Zoning: County G.P.: no designation	6 units/ac.	6 units/ac. except 200 x 300' on corner which would be Hwy. Comm.	Light Ind.	6 units/ac. except 200' x 300' on corner which would be Hwy. Comm.
9. 30 acres Land Use: citrus Zoning: County G.P.: no designation	5 units/ac.	5 units/ac.	Agricultural	5 units/ac.
10. 10 acres Land Use: citrus Zoning: A-1 G.P.: 5 units/ac.	5 units/ac.	5 units/ac.	Agricultural	5 units/ac.
11. 5 acres Land Use: church Zoning: A-1 G.P.: 5 units/ac.	5 units/ac.	5 units/ac.	Adm./Prof.	Adm./Prof.

<u>Site</u>	<u>Alternative 1</u>	<u>Alternative 2</u>	<u>Alternative 3</u>	<u>Adopted Alternative</u>
12. 14.6 acres Land Use: citrus Zoning: A-1 G.P.: 5 units/ac.	5 units/ac.	Adm./Prof.	Adm./Prof. Preserve	7 units/ac.
13. 7 acres Land Use: citrus Zoning: A-1 G.P.: 5 units/ac.	5 units/ac.	5 units/ac.	Agricultural	Agricultural
14. 2 acres Land Use: church, convalescent hospital Zoning: A-1 G.P.: Highway Commercial	Hwy. Comm.	Hwy. Comm.	Adm./Prof.	Adm./Prof.
15. 8 acres Land Use: citrus and commercial Zoning: A-1 and C-3 G.P.: Highway Commercial	Hwy. Comm.	Hwy. Comm.	Light Ind. Preserve	Hwy. Comm.
16. 9.4 acres Land Use: citrus and church/ convalescent hospital Zoning: A-1 G.P.: 18 units/ac.	18 units/ac.	5 units/ac.	Adm./Prof. and Ind. Preserve	8 units/ac.
17. 13.3 acres Land Use: citrus Zoning: A-1 G.P.: 18 units/ac.	18 units/ac.	5 units/ac.	Agricultural	Agricultural

<u>Site</u>	<u>Alternative 1</u>	<u>Alternative 2</u>	<u>Alternative 3</u>	<u>Adopted Alternative</u>
18. 4.7 acres Land Use: citrus Zoning: A-1 G.P.: 14 units/ac.	14 units/ac.	5 units/ac. and Ind. Preserve	Agricultural	14 units/ac.
19. 9.4 acres Land Use: citrus Zoning: A-1 G.P.: 14 units/ac.	14 units/ac.	5 units/ac. and Ind. Preserve	Light Ind. Preserve	14 units/ac.
20. 8.3 acres Land Use: citrus Zoning: C-3 and A-1 G.P.: Highway Commercial	Hwy. Comm.	5 units/ac. and Ind. Preserve	Light Ind. Preserve	Hwy. Comm.
21. 5 acres Land Use: commercial and citrus Zoning: C-3 and A-1 G.P.: Highway Commercial	8 units/ac.	Light Ind.	Light Ind.	Hwy. Comm. and Light Ind.
22. 5 acres Land Use: citrus Zoning: A-1 G.P.: Highway Commercial	8 units/ac.	Light Ind.	Light Ind.	Light Ind.
23. 12.1 acres Land Use: citrus Zoning: A-1 G.P.: 8 and 10 units/ac.	8 units/ac.	Agricultural	Agricultural	Agricultural

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<u>Site</u>	<u>Alternative 1</u>	<u>Alternative 2</u>	<u>Alternative 3</u>	<u>Adopted Alternative</u>
24. 1.5 acres Land Use: commercial, industrial, and residential Zoning: C-1, M-1, and R-3 G.P.: 12 units/ac. and Industrial	Comm./Mfg.	Comm./Mfg.	Comm./Mfg.	Comm./Mfg.
25. 2 acres Land Use: park and industrial Zoning: C-3 G.P.: Neighborhood Comm.	Park and Comm./Mfg.	Park and Comm./Mfg.	Park and Comm./Mfg.	Park and Comm./Mfg.
26. 36.4 acres Land Use: citrus Zoning: A-1 G.P.: 8 units/ac.	8 units/ac.	Light Ind. Gen. Ind.	Light Ind.	Agricultural
27. 5 acres Land Use: agricultural, commercial, and residential Zoning: C-3 G.P.: Highway Commercial	Light Ind.	Light Ind.	Light Ind.	Light Ind.
28. 7 acres Land Use: commercial/ manufacturing, residential and vacant Zoning: C-3 G.P.: Highway Commercial	Light Ind.	Light Ind.	Light Ind.	Light Ind.

<u>Site</u>	<u>Alternative 1</u>	<u>Alternative 2</u>	<u>Alternative 3</u>	<u>Adopted Alternative</u>
29. 23 acres Land use: citrus Zoning: County G.P.: County	Light Ind.	Light Ind.	Light Ind.	Light Ind.
30. 41 acres Land Use: mobile home park Zoning: R-3 G.P.: 10 units/ac.	10 units/ac.	10 units/ac.	8 units/ac.	8 units/ac.
31. 23 acres Land Use: park and vacant Zoning: O.S. G.P.: Open Space	Park	Park	Park	Park

TABLE 12
TOTAL LAND USE DISTRIBUTION

Land Use Category	Existing General Plan		Alternative 1		Alternative 2		Alternative 3		Adopted Alternative	
	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%
RESIDENTIAL										
Estate	0	0	143.0	7.86	143.0	7.86	0	0	135.5	7.44
Low Density	543.0	39.35	430.1	23.62	461.2	25.33	499.5	27.40	400.7	22.01
Medium Density	210.0	15.21	268.4	14.74	188.2	10.34	199.5	10.94	240.2	13.19
High Density	23.0	1.67	23.0	1.26	0.3	0.02	0.3	0.02	1.4	0.08
	776.0	56.23	864.5	47.48	792.7	43.53	699.3	38.36	777.8	42.72
COMMERCIAL										
Neighborhood	18.0	1.31	18.0	0.99	18.0	0.99	18.0	0.99	18.0	0.99
CBD	21.0	1.52	18.9	1.04	18.9	1.04	18.9	1.04	20.4	1.12
Highway	27.0	2.68	27.0	1.48	19.0	1.04	16.5	0.91	27.4	1.50
Adm./Professional	0	0	0	0	14.6	0.80	9.0	0.49	7.0	0.38
Adm./Professional Preserve	0	0	0	0	0	0	14.6	0.80	0	0
	76.0	5.51	63.9	3.51	70.5	3.87	77.0	4.23	72.8	3.99
INDUSTRIAL										
Comm./Mfg.	102.0*	7.39	2.5	0.14	2.5	0.14	2.5	0.14	2.5	0.14
Light	---	---	133.0	7.30	167.2	9.18	153.9	8.44	142.0	7.80
General	---	---	88.0	4.83	93.4	5.13	108.4	5.95	88.0	4.83
Light Ind. Preserve	---	---	0	0	13.5	0.74	33.1	1.82	0	0
	102.0	7.39	223.5	12.27	276.6	15.19	297.9	16.35	232.5	12.77
PUBLIC										
Elementary School	26.0	1.88	26.0	1.43	26.0	1.43	26.0	1.43	26.0	1.43
High & Jr. High School	27.0	1.96	27.0	1.48	27.0	1.48	27.0	1.48	27.0	1.48
Civic Center	7.0	0.51	7.0	0.38	7.0	0.38	7.0	0.38	7.0	0.38
Park	0	0	24.0	1.32	24.0	1.32	24.0	1.32	2.40	1.32
	60.0	4.35	84.0	4.61	84.0	4.61	84.0	4.61	84.0	4.61
AGRICULTURE										
	0	0	280.0	15.38	292.1	16.05	359.4	19.72	348.8	19.16
OPEN SPACE										
	366.0	26.52	305.0	16.75	305.0	16.75	305.0	16.73	305.0	16.75
	1,380.0	100%	1,820.9	100%	1,820.9	100%	1,822.6	100%	1,820.9	100%

* The City currently lists industrial uses only by the general category of Industrial. That is, no distinction is made; and thus, no breakdown is given, between existing light, general, or commercial/manufacturing uses. Note also, that the industrial acreage shown on the existing General Plan is in error. Recalculation of this acreage reveals that only about 81 acres are planned for industrial uses. This 81 acres has been added to the industrial uses as shown on each alternative.

TABLE 13

POTENTIAL NUMBER OF HOUSING UNITS
PER LAND USE ALTERNATIVE
FOR THE 31 STUDY SITES

Residential Land Use Category	Alternative 1		Alternative 2		Alternative 3		Adopted Alternative	
	Acres	Units	Acres	Units	Acres	Units	Acres	Units
Estate	143.0	29	143.0	143	0	0	135.5	102.
Low Density	106.6	533	150.9	755	186.7	497	80.0	400
Medium Density	101.3	793	3.7	26	25.0	200	74.3	653
High Density	22.7	408	0	0	0	0	0	0
Mobile Homes	<u>60.0</u>	<u>524</u>	<u>58.6</u>	<u>516</u>	<u>41.0</u>	<u>328</u>	<u>58.6</u>	<u>434</u>
	433.6	2,287	356.2	1,440	252.7	1,025	348.4	1,588
Less Existing Units*		<u>- 414</u>		<u>- 414</u>		<u>- 414</u>		<u>- 414</u>
Total New Units		1,873		1,026		611		1,174

* Existing units are those which currently exist on the site or a portion of the site and are likely to remain even as the site develops to its new density designations.

TABLE 14

POSSIBLE POPULATION INCREASE PER
POTENTIAL NUMBER OF HOUSING UNITS
FOR THE 31 STUDY SITES

Residential Land Use Category	Alternative 1		Alternative 2		Alternative 3		Adopted Alternative	
	Units	Pop.	Units	Pop.	Units	Pop.	Units	Pop.
Estate	29	96	143	473	0	0	102	338
Low Density	533	1,764	755	2,499	497	1,645	400	1,324
Medium Density	793	2,372	26	76	200	584	653	1,672
High Density	408	706	0	0	0	0	0	0
Mobile Homes	<u>524</u>	<u>975</u>	<u>516</u>	<u>960</u>	<u>328</u>	<u>610</u>	<u>434</u>	<u>807</u>
Subtotal	2,287	5,913	1,440	4,008	1,025	2,839	1,589	4,141
Less Existing Population		<u>- 984</u>		<u>- 984</u>		<u>- 984</u>		<u>- 984</u>
Total Increase		4,929		3,024		1,855		3,157

FISCAL IMPACTS

There are a number of items which must be taken into consideration when discussing fiscal analysis. This includes background information on variables affecting forecasts, the City's relationship to other taxing entities, and the City's present operating profile. A review of these items follows.

The City is faced with the need to know how much it is committed to spend in the future and how it should allocate resources to meet the expected demand for services. Forecasts are generally based upon the previous fiscal pattern of the government, together with presently known factors. Forecasting fiscal impact, however, is fraught with uncertainties and unknowns. Moreover, the further into the future the projections extend the less precise and reliable they become. In most of this analysis, it is necessary to assume that present government relationships and responsibilities will continue into the future; however, this appears to be a somewhat unrealistic assumption. The following questions illustrate the types of variables over which the City has little control:

- (1) Will City responsibilities remain the same in the future?
- (2) What changes in funding sources will be mandated?
- (3) How will expectations for services change in the future?

Within the last five years, and especially with the passage of Proposition 13, California municipalities have been seriously impacted by legislative actions of other governmental agencies. These actions have either imposed new responsibilities on Cities without commensurate funding or have limited City funding options. State involvement in local government affairs can be expected to continue.

The City's portion of the combined property tax rate is a relatively small (approximately 11 percent) portion of any individual property owner's total tax burden. The City tax rate is likely to remain low, as a percent of the total, because of legal and policy-dictated constraints.

Taxing entities other than the City may be classified in two categories, based on geographic coverage. Most entities (for example, County government, school, and flood control) cover areas larger than the City. Their tax rates and expenditure programs are, to varying degrees, beyond the direct control of the City. On the other hand, sub-districts such as lighting or recreation and park districts may cover only a portion of the City. The implementation of those goals and policies benefiting special groups could lead to increased sub-district activity.

At the present time, the City derives revenues from defined sources, and expends those revenues on a number of programs, facilities, and services. The analysis of the costs of plan implementation calls for answers to three related questions:

- (1) What does it cost to run the City now?
- (2) What will it cost to maintain current effective service levels and to fund facility commitments that have already been made -- through the year 2000, comparing present population with that projected in the Plan?
- (3) What will it cost to provide the additional facilities and services proposed in or necessary for the implementation of the Plan?

The following description of the City's current revenue and expenditure profile will serve as background for all of these analyses.

Expenditures by City government can be grouped into several large categories. These categories are City Administration, Police, Fire, Building Regulations, Parks and Recreation, and all other minor and miscellaneous expenditures. Total General Fund expenditures for Fiscal Years 1974-1975, 1975-1976, and 1976-1977 average out to be 74 percent of total General Fund revenues. The remaining revenue was either spent on other City activities (Parks and Recreation Fund, Refuse Fund, etc.) or was saved as a reserve. The implementation of Proposition 13 will alter this situation to some extent. Under new conditions, the City will no longer have the excess reserve funds it once had, and certain programs (sewer, refuse, and water) will have to become self-supporting. Subsequent paragraphs describe in more detail the sources of revenue and categories of expenditure.

The City derives revenue from many different sources. State subventions such as sales tax, motor vehicle in-lieu taxes, and gasoline tax, are the City's primary revenue source at this time. Total State subventions accounted for \$707,663, or roughly 42 percent of total revenues (\$1,682,610) for 1977-78.

The City property tax accounted for 14 percent of total revenues for 1977-78. Since the passage of Proposition 13, the City estimates that for 1978-79, property tax revenues will be reduced to approximately 7 percent of total revenues. Table 7 itemizes the revenues by source for 1977-78 and the estimates for 1978-79.

An examination of the data in Table 15 reveals that property tax is becoming less significant to the operation of City government. In the past, cities relied on the property tax more heavily than they do today to fund capital improvements

TABLE 15
REVENUE SOURCES

<u>Source</u>	<u>1977-78</u>	<u>1978-79</u>
General Fund		
Property Tax	\$ 242,587	\$ 89,118
Sales Tax	309,314	280,000
Motor Vehicle In-Lieu	110,261	111,534
Other	<u>352,986</u>	<u>311,457</u>
General Fund Total	\$1,015,148	\$ 792,109
Traffic Safety Fund	\$ 28,721	\$ 24,000
Gas Tax 2107 Fund	58,694	39,745
Gas Tax 2106 Fund	43,023	44,989
Gasoline Sales Tax SB 325 Fund	91,634	81,591
Antirecession Fund	18,696	13,200
Park and Recreation Fund	9,006	2,250
Senior Citizens Fund	7,047	0
Revenue Sharing Fund	65,959	53,669
Capital Improvement Storm Drain Fund	28,158	9,861
Sewer Fund	72,480	87,100
Refuse Fund	41,958	57,100
Water Fund	198,266	209,840
Water Contingent Fund	<u>5,000</u>	<u>5,000</u>
Total Revenues	\$1,683,790	\$1,420,454

and ongoing programs. Reliance on the property tax, while appropriate in some cases, is now decreasing, both in California and nationwide. The inequities resulting from over-reliance on property taxation are becoming more generally recognized.

The City receives 1 percent of the 6 percent sales tax, a percentage fixed by State Law. Revenue Sharing provided by the Federal government on a formula basis is available for ordinary and necessary capital expenditures as well as parks and recreation. While the future status of the current Revenue Sharing program is unclear, the policy of returning a portion of Federal tax payments to local jurisdictions may be continued in one form or another in the future.

Revenue which the City receives from other agencies (State or Federal) is largely based upon the population of the City. (Some of these revenues are earmarked for certain programs (such as Traffic Safety), but they are all used by the City to provide needed or desired services. Services which the City currently provides include police, fire, public works, general administration, parks and recreation, sewer, refuse, and water. The sewer, refuse, and water programs will become self-supporting within the current fiscal year (i.e., the use fees associated with these programs will pay for the entire operation of the programs).

The comparison of the fiscal impacts of the proposed General Plan alternatives is based primarily on population and, to a lesser extent, upon assessed value. Table 16 is a general comparison of the three alternatives.

Table 16 indicates that, in general, all three alternatives have approximately the same fiscal impact on the City.

It is unrealistic to assume that the costs of implementation of the Plan can be finally and accurately determined at the outset. It is possible, however, to identify the range of implementation costs. Through careful planning and budgeting on a continuing basis, the City can minimize and redirect the costs of implementation.

At any one point in time, there are different methods available for achievement of a given objective. The availability and feasibility of implementation strategies will change over time -- as Federal and State programs are created and funded, as State Law changes the planning powers available to local government, and as changes are made in State and Federal formulas for the financing of local government.

The City has much flexibility in determining when costs will be incurred, by whom, and whether as public or private costs. The impacts of expenditure strategies can differ markedly, depending on the approach to financing chosen by the City.

TABLE 16

COMPARISON OF FISCAL IMPACTS

	<u>Alternative 1</u>	<u>Alternative 2</u>	<u>Alternative 3</u>	<u>Adopted Alternative</u>
Population	12,946	11,361	10,194	11,521
Market Value*	\$155 million	\$141 million	\$129 million	\$143 million
Revenues	\$2.22 million	\$1.96 million	\$1.76 million	\$1.98 million
Costs	\$1.98 million	\$1.74 million	\$1.56 million	\$1.76 million

* The market values are based upon current average market values as reported by the Assessors Office. The actual value will be higher because new developments are usually worth more. Also, the value of commercial and industrial developments can be expected to increase.

INTRODUCTION TO THE GENERAL PLAN

THE PLANNING PROCESS

Planning is the continuous process of guiding land development in accordance with established policy and towards predetermined goals and objectives. It represents a conscious effort to shape the physical environment for the welfare of those who live and work in the community.

The forces which direct the course of development are constantly changing. Improvements in technology, living and educational standards as well as changes in community opinion and in economic influences are constantly at work. Thus the General Plan must also change after periodic review in order to reflect the community's current thinking. To be of value (usable), the plan must be as dynamic as the community it represents.

The most current General Plan for the City of Fillmore was updated in 1974. This document proved to be an effective guide for the growth of the City. Now, as numerous changes have taken place and are continuing to do so, so must the General Plan change. The current amendment is intended as a comprehensive document setting forth goals, objectives, principles and standards regarding coordinated future developments, for the growth and change of the entire planning area.

The plan is a comprehensive document, covering all aspects of the physical environment and taking into account the social and economic consequences associated with community development and change. The plan becomes an outline, a framework or guide, for decision-making by both public and private sectors, to direct the growth, rebuilding or modernization of the community into the type of an environment desired by its people.

AUTHORITY FOR THE GENERAL PLAN

The State of California sets forth the elements which together make up the General Plan. The following elements are required:

Land Use
Circulation
Open Space
Conservation
Seismic Safety

Safety
Scenic Highways
Housing
Noise

The General Plan may include such additional elements dealing with other subjects which in the judgement of the planning agency relate to the physical development of the City.

INTERPRETATION

Amendment to Existing General Plan

The City adopted its existing General Plan in 1974. Several changes have taken place since that time, some in accordance with the original plan, others departing from it materially. In developing the current amendments, every possible effort is being made to unify and coordinate present conditions with future potentials. The amended plan should be reviewed as frequently as necessary to keep its many recommendations in balance and assure their compatibility.

As a part of this study the Land Use, Housing and Park Elements have been updated. The Circulation Element received only minor attention and updating. It is recommended that this element be given further attention at the earliest possible date.

The other required elements have been previously adopted by the City and are to be considered an integral part of this Plan. Each element was carefully considered with the updating of the above mentioned elements.

Interpretation of the General Plan

The amended General Plan is both a map and a text. The map depicts the location of various land uses, circulation, and specific community facilities. Some of the lines on the map are rigid and definite, others are flexible. For example, proposed parks are general proposals; the exact property to be acquired is flexible, but the relationship between the facility and the people in the area served must be preserved. Curving lines on the map indicate that the boundaries are flexible and a few lot deviations in either direction will not affect the intent of the plan. On the other hand, where the extent of a land use is defined by a street or by what is obviously a specific lot or other boundary line, the intent of the plan is that these boundaries should be observed.

The text of the Amended General Plan includes community goals, objectives/policies for the development and use of the physical structure of the City. These are to be officially adopted by the City Council and thereafter be



fillmore

RESIDENTIAL (Units/Acre)

	Estate	0.75
	Low	2 - 6
	Medium	7 - 14
	High	15 - 20

COMMERCIAL

	Neighborhood
	Central Business
	Highway
	Administrative/Professional

INDUSTRIAL

	Commercial Manufacturing
	Light
	General

OPEN SPACE

	Agricultural
	Neighborhood/Community Park
	Other Open Space

PUBLIC USES

E	Elementary School
JH	Jr. High School
H	High School
C	Civic Center

CIRCULATION

	Major Road
	Secondary Road

Envista
planning &
environmental sciences

General Plan

Adopted by the City Council

October 23, 1979

FIGURE
NO.

3

used as formal statements of policy. The text also contains certain specific plan proposals and suggests techniques for the implementation of the plan.

Community Goals -- As stated previously, this is a general statement, indicating the long-range planning objectives of the community. It sets forth the intent of the proposals included in the General Plan.

Objectives/Policies -- In order to implement the above community goals, objectives/policies are recommended for each element of the Amended General Plan. The objectives/policies, although related to the objectives/policies of all other elements of the plan, are specific to each element.

Planning Standards -- These statements of policy are definite and can usually be translated into zoning or subdivision regulations.

All of the foregoing, including the General Plan Map, make up a coordinated policy statement for the City. When adopted these will become the public policy for the City of Fillmore and are the basis for:

- Planning Commission decisions and recommendations.
- Specific plans for developments.
- Capital improvement programs.
- Plans for activity programs involving recreation, health, housing, etc.

IMPLEMENTATION

The implementation of the Amended General Plan can begin immediately with the following steps:

- The General Plan should be adopted by the City in accordance with the requirements of the State Planning Law.
- The Zoning Ordinance should be revised in accordance with the recommendations of the General Plan.

- The Capital Improvement Program should be initiated under the procedures set forth within the plan.
- Continuous participation by citizens in the planning process should be encouraged as an effective implementation technique.

HOW THE PLAN WAS DEVELOPED

The Fillmore General Plan was developed through a planning process involving:

- The City Council, Planning Commission and staff.
- The Citizen's Advisory Committee (CAC) .
- Various public entities or agencies outside the City.
- Envista personnel.
- The citizens of Fillmore.

The planning process began in May of 1978 with a series of meetings sponsored by the Planning Commission and Citizen's Advisory Committee. The result of these meetings was a preliminary definition of goals and objectives.

These initial meetings were followed by a series of meetings throughout the months between June and December 1978 at which time alternative plans were developed and evaluated.

Following CAC, Commission, City Staff and public comments about the Alternative Plans at public meetings, extensive written and mapped comments were prepared.

These comments have been generally incorporated into a Public Hearing Draft which was presented to the City. Any additional changes will be incorporated into the Plan as a result of the Commission and Council hearings.

GOALS AND OBJECTIVES/POLICIES

INTRODUCTION

The guidance for the preparation of the General Plan must come from those for whom the plan is prepared: the citizens. Only through this participation can the plan truly reflect the desires of the people and thus become a valuable document in achieving community goals.

The usual method for the citizens to voice their desires for the future of their community in the preparation of the General Plan is through activity of citizens' committees on goals and objectives. After the goals and objectives are formulated, it becomes the job of the planning technicians to translate these goals and objectives into the specific elements which comprise the General Plan.

Goals and objectives are not intended to be static statements. They should be reevaluated from time to time, as will the General Plan, in order to assure that they continue as true reflections of current community needs and desires.

The following discussion presents those community-level Goals and Objectives formulated by the Citizen's Steering Committee. Additional and more specific goals and objectives for the residential, commercial, industrial and recreation features of the community are described in their respective sections of the Land Use Element, the Housing Element and the Parks Element:

Goal 1 To preserve and enhance the rural, small-town quality of life uniquely available in Fillmore.

Community

Policy 1 Continued agricultural use of appropriate land within the City and its sphere of influence shall be encouraged and premature conversion of land use shall be prevented.

Goal 2 To promote balanced and diversified development of employment opportunity, residential accommodation, commercial development, and recreational facilities.

Community

Policy 2 Consideration to be given to the development of a growth management system designed to assure the development of a balanced community.

Goal 3 To preserve and enhance the beauty of the community and maintain a healthy, safe, and pleasing environment.

Community

Policy 3a A variety in architecture shall be promoted for all types of structures. (Perhaps the establishment of an architectural review committee to serve the Planning Commission would facilitate the approval process.)

Community

Policy 3b Landscaping standards shall be established and enforced for residential, commercial, and industrial areas.

Community

Policy 3c Advertising standards shall be established and enforced in all commercial and industrial areas.

Community

Policy 3d Areas with unusual geologic features shall be preserved or developed with controls such that the area is enhanced.

Community

Policy 3e Controls shall be established to limit activities which significantly detract from the beauty of the community.

Community

Policy 3f Structures and areas of historic value shall be encouraged in their preservation and rehabilitation.

Community

Policy 3g Standards shall be established to minimize the impact of noise, air pollution, and water pollution.

Community

Policy 3h Policy shall be developed to preserve older neighborhoods and rehabilitate blighted areas.

Goal 4 To protect the lives and property of residents in the community from natural hazards.

Community

Policy 4a Development in areas subject to flooding shall be controlled with respect to grading, drainage, and structural design.

Community

Policy 4b The extent and type of development within earthquake fault zones shall be controlled.

Community

Policy 4c Development of areas of steep slope shall be controlled so as to provide for geological hazards and drainage.

Community

Policy 4d Development of areas subject to liquefaction shall be controlled as to engineering and design to prevent danger to life and property.

Goal 5 To encourage efficient use of natural resources; energy, water, land, air, and population of the community.

LAND USE ELEMENT

INTRODUCTION

The Land Use Element of the City of Fillmore General Plan represents a composite of other General Plan Elements in physical form.

The actual physical structure of the Plan takes into account the existing development patterns within the City and Sphere of Influence and anticipated development trends. It is based, in part, on the assumption that the major structuring elements of the City of Fillmore, such as the Highway 126 and the central commercial area will retain their prominence as major focal points within the community.

Of particular concern in the Land Use Element are the relationships between various uses of land and the relationship between the land use pattern and the various systems and facilities that will ultimately define the City's structure.

BACKGROUND

Regional Context

The framework for the Fillmore Land Use pattern is regional in nature: it has been generated by environmental factors, population trends, economic factors and locational decisions that, in many cases are external to the City or result from regional circulation patterns. Dealing with many of the regional issues that will confront the Fillmore area over the planning period will require a creative and cooperative approach by the various public agencies serving the area.

Physical Constraints

As Fillmore continues to develop, regional environmental factors such as flooding, hillside preservation and natural reserves will continue to exert strong pressures on the local land use pattern. As noted in the City's Seismic and Safety Element, no area in the City is totally free from some sort of environmental hazard or constraint. The environmental impact report accompanying this Land Use Element briefly summarizes the relationships between those environmental hazards described in the Seismic and Safety Element and the land uses proposed for the City of Fillmore.

Existing Land Use

Fillmore contains a variety of land uses that have developed in response to socially determined decisions, economic growth, and technological change. The patterns that exist within the City are not random. They have been generated by the comparative advantages of certain areas for various uses, and the existing patterns will necessarily have a large impact on the City's policies for future land uses.

Major factors evident within the existing land use pattern include:

- (1) The compact character of the residential areas. Fillmore residential areas are developing at densities averaging from approximately .75 to 20 living units per residential acre. Residential areas occupy approximately 490 acres or 39 percent of the total City area.
- (2) Commercial areas within the City are concentrated in the City core and dispersed along Highway 126. The pattern of development along the Highway is similar to commercial strip areas found throughout other portions of Ventura County.
- (3) Public uses, with the exception of some educational uses, are located in the Central City area and expansion potential for public uses is limited.
- (4) Existing open space areas provide a major structuring element to the City and Sphere of Influence, and if integrated into the City's development pattern will provide strong community identity and direction to the nature and type of growth that will occur.

Problems

Problems identified within the existing development context include:

- The regional nature of the urbanization process impacting Fillmore and the lack of clearly defined responsibilities for guiding regional growth as it relates to the City of Fillmore.
- The nature of the development process which could generate development of areas outside the current corporate limits of Fillmore and result in a mixture of land uses resulting in land use conflicts and increases in service costs.

- The nature of the existing commercial development that has dispersed retail facilities over an extensive area and could ultimately limit the development of a viable downtown retail core.

Opportunities

Opportunities evident in the existing development context include:

- The potential to preserve major open space areas that will give form and structure to the development pattern.
- The potential to provide major focal points within the community based on existing and proposed developments.
- The potential to structure residential areas as distinct communities related to schools and other public facilities.
- The potential to develop innovative residential areas within the City and Sphere of Influence.
- The potential to strengthen the existing commercial core through addition of a major retail complex and associated specialty retail facilities.

RESIDENTIAL USES

Neighborhood Theory

Residential development within the City generally conforms with the neighborhood theory proposed in the original General Plan.

Ideally, the following elements characterize the neighborhood. First, the neighborhood is defined by either:

- (1) Major arterial boundary streets; or
- (2) Planning elements such as significant changes in land uses, open space, major community facilities, or
- (3) Natural features such as topography and rivers; or
- (4) Artificial features such as powerline easements, rail-road lines, flood control channels or other obstructions.

Second, the size can vary depending on dwelling unit types and densities.

Third, the neighborhood should contain recreation facilities oriented toward children of elementary school age and younger.

Fourth, the neighborhood circulation system would consist of major arterial or secondary streets around the periphery. The interior would be served by a system of local streets which would deliver traffic from the residential unit to the boundary arterials. The local system would allow convenient access to the major system and convenient interior circulation, but would not encourage through traffic to traverse the neighborhood.

Residential Goals/Policies

The following discussion provides a general goal for the residential land uses in the City of Fillmore. These general goals are then followed by more specific goals and policies formulated by the Citizen's Steering Committee.

General Goal

To continually improve Fillmore as a place for living by ensuring that those portions of the city which are best suited for residential use will be developed into healthful, safe, pleasant, attractive neighborhoods which are served by adequate open space and appropriate community facilities for all citizens.

Specific Goals and Policies

Goal 1 To provide for a variety of housing types, densities, and price levels.

Goal 2 Residential development of the hillside areas to be carefully controlled to preserve the natural beauty and to respect the topographic and geological variation of the area.

Residential

Policy 2 A density restriction shall be established for areas with a slope of 10 to 25%. Areas with greater slope shall be limited to estate development.

Goal 3 To provide for organized, architecturally well balanced neighborhoods.

Residential

Policy 3a Multi-family dwellings shall be distributed as widely as possible throughout new development.

Residential

Policy 3b Architectural individuality shall be considered in the tract approval process.

Goal 4 Deteriorating housing to be checked and rehabilitation or restoration of older areas to be encouraged.

Residential

Policy 4a Used home sales shall require an inspection for safety code compliance. A report might be issued to the purchaser informing purchaser of items that do not conform to existing code for new home construction.

Residential

Policy 4b Low cost housing which is condemned or otherwise replaced shall be replaced with as low a cost housing as is economically feasible.

Residential

Policy 4c The City shall consider Redevelopment, H/CDA loans and grants and other programs designed to accomplish restoration of the older sections of the community.

RESIDENTIAL STANDARDS

In order to implement the goals and policies for residential development, the General Plan recommends the following classifications and standards for residential development.

(1) Estate Density (.75 Dwelling Units per Acre)

This density classification is intended to allow for large lot subdivisions or estate type development. Development of this sort could take the form of the typical subdivision pattern or the cluster concept could be employed. The clusters would

maintain the General Plan density, but structures would be grouped to allow side and back yards to be replaced with substantial, usable, common open spaces.

Some development of this sort could be equestrian oriented, containing riding trails, community corrals and possibly an equestrian center.

If horses or other livestock are allowed, provisions must be made to protect residents and neighbors from the undesirable conditions associated with keeping livestock.

(2) Low Density (2-6 Dwelling Units per Acre)

This density classification allows for the typical subdivision patterns being developed throughout the Southern California region. This pattern of residential subdivision is typical in Fillmore.

In order to fulfill the residential objectives developed by the citizens of Fillmore, innovative techniques should be employed in future developments to permit a greater variety of dwelling unit types and price ranges.

The cluster concept could also be utilized in this density range. It would provide for the grouping of structures in a far more efficient relationship to streets and utilities while combining yards and building setbacks into larger, more usable open spaces for enjoyment by the residents.

Where parcels of land can be unitized into large blocks, five or more acres in area, open space subdivisions could also be used effectively. This concept provides for the clustering of homes about interior pedestrian walkways and other open spaces. This type of subdivision has been used effectively in a number of Southern California communities. Where pedestrian walkways are utilized, they should connect to the elementary school, permitting children to walk in an environment safe from conflicts with motor vehicles. The pedestrian walkway could also connect with the neighborhood shopping facilities and recreation elements, either passive or active.

The intent of this type of development includes the unification of neighborhoods and the provision of a more desirable, less monotonous living environment with amenities integrated into the neighborhood pattern.

Another technique for residential development might also be utilized. This would permit the single family attached or patio house concept. Basically, this involves the attaching of two single family residential units by a common wall on a side property line, eliminating the need for a side yard on at least one side of each dwelling. This would permit doubling the size of the opposite side yard for each dwelling, thus resulting in a more usable open space.

(3) Medium Density (7-14 Dwelling Units per Acre)

The medium density classification, 7-14 dwelling units per acre, allows for single family housing in clusters, town houses (a group of dwellings with common walls), mobile home parks, two family housing arrangements on single lots, and other similar forms of multiple family housing.

There are maximum opportunities for flexibility and innovation in this classification. Many of the above mentioned housing types are being built in Southern California and should be encouraged where appropriate in Fillmore.

The intensity of developments at this density requires detailed consideration of internal and external traffic circulation, relationship of larger buildings to each other and to open spaces, and to the provision of usable outdoor living areas for residents. These are all indicators of the quality of the living environment.

Medium density residential developments should conform to the following standards:

- They should be located near recreational and shopping areas. Where apartments are located adjacent to a park or other permanent open or recreation area, the design should be related to the open area to maximize the benefits to the residents by making the park area easily accessible.

- Private outdoor living spaces should be required for each dwelling unit. The size of these spaces should permit their use by the resident family.
- Apartment developments should require building arrangements that forestall "tenement-like" appearance or density. Good design would include adequate circulating streets, reasonable access to garages via dedicated, improved and well lighted alleys, spacious sites, adequate yards and spaces between buildings which relate to the height of the structure and comprehensive, well maintained landscaping.
- Where medium density developments are allowed adjacent to existing single family residential areas, care must be exercised to protect the lower density units. This can be accomplished by requiring adequate offstreet parking, open spaces around apartment units, and an open space buffer adjacent to the single family homes.

(4) High Density (15-20 Dwelling Units per Acre)

This density classification allows the highest density considered appropriate for Fillmore. Development at this density usually takes the form of typical two story apartment houses

In addition to the standards presented in the previous section, the following should apply to high density structures:

- High density buildings should be located on large parcels land preferably two acres or more in area.
- The location and arrangement of high density buildings should not adversely affect the view, air and light related to the use of adjoining properties.
- The distance between the building and all Property lines should equal the height of the building. Coverage by the structure should not exceed 40% of the total land area. The open area should be landscaped and not more than 50% should be used for parking areas.

RESIDENTIAL PROPOSALS

The General Plan proposed that 778 acres be devoted to the variety of residential land uses. These are treated separately in the section dealing with the area of influence.

In these residential districts where a density range is designated the overlay number included on the General Plan Land Use Element Map shall be used to determine the actual number of dwellings permitted in each area.

The City may however, approve up to the highest density as allowed within the district in which a parcel is located if the City finds that it is within its best interest to do so. The following are possible examples: The City may desire that a builder develop to a higher standard than ordinarily required because a need for the construction of some additional low or moderate income housing which could only be constructed if a higher density is permitted.

In those cases where a higher density is permitted a tabulation of the increased number of units and people added should be maintained by the City so the maximum permitted population of 12,946 can be observed.

Estate Density (.75 Dwelling Units per Acre)

This is a new land use designation for Fillmore. The estate density classification encompasses 136 acres of hillside and in the north eastern corner of the City. These developments could contain equestrian subdivisions.

Low Density (2-6 Dwelling Units per Acre)

The low density (2-6 dwelling units per acre) classification accounts for 401 acres. This density represents the stable single family residential subdivisions now existing throughout the planning area. Additional low density residential areas are proposed where conditions indicate this type of development to be a feasible and desirable part of the housing inventory.

Where low density residential development adjoins a non-residential district, special consideration should be given to provide appropriate development standards for both districts to insure a compatible relationship.

Medium Density (7-14 Dwelling Units per Acre)

The General Plan proposes that 240 acres be devoted to medium density residential development. The largest portion of this land area is located around the commercial core and adjacent to industrial areas where a number of such uses already exist.

Where medium density residential development adjoins a non-residential district special consideration should be given to providing appropriate development standards for both districts to insure a compatible relationship.

The General Plan recommends that all new medium density areas be developed to high standards consistent with goals of the City.

It is further proposed that the environment of all existing medium density developments be evaluated and, where necessary, be upgraded in conformity with the General Plan, especially where community design features can be improved.

High Density (15-20 Dwelling Units per Acre)

The General Plan proposes less than 2 acres of high density residential uses. Vehicular access is sufficient to handle the anticipated volume of traffic generated by the uses.

COMMERCIAL USES

Commercial areas are those locations which comprise the business districts of the community. They serve neighborhoods, the community or the region.

Commercial Goals/Policies

The goals for commercial development, as stated by the people of Fillmore are as follows:

General Goal

To ensure that commercial areas within the City are conveniently located, efficient, attractive, safe for pedestrian and vehicular circulation and concentrated into districts in order to better serve a larger portion of the City's needs while also providing necessary regional commercial services.

Specific Goals and Policies

Goal 1 To maximize commercial use of the Central Area that meets local community needs (non-highway oriented activity).

Commercial

Policy 1a Provide for sufficient parking areas that are convenient to the Central Area.

Commercial

Policy 1b Provide for expansion of the Central Area Commercial into adjoining areas that are currently a mixture of commercial and residential.

Goal 2 To upgrade or enhance existing older commercial clusters and provide for acceptable visual qualities in new development.

Commercial

Policy 2a Provide for landscaping, pedestrian links, and building maintenance and face-lifting in older developments.

Commercial

Policy 2b Redevelopment to be considered in order to accomplish rehabilitation of deteriorating areas.

Goal 3 Highway Commercial development along Highway 126 to be limited to as few curb breaks as possible, encouraging them to be in small clusters.

COMMERCIAL STANDARDS

In order to implement the preceeding goals and policies the following classifications and standards for commercial development are recommended:

(1) Neighborhood Convenience Center

The neighborhood convenience center provides for the convenience shopping and personal services needs of the residents of a neighborhood.

The tenants of such a facility usually include only such limited activities as a grocery store, drug store, laundry and dry cleaning, barber shop, shoe repair shop and similar uses which can be supported primarily at the local neighborhood level. This would call for a site area adequate to provide for required parking, landscaping and related amenities.

The service area of a local convenience center will, of course, depend on the size of the neighborhood.

(2) Central Business Center

The central business district provides, in addition to the facilities usually found in a local convenience center, a wider range of facilities including soft goods (wearing apparel) and hard lines (hardware, appliances, etc.). The central business center thus provides a greater variety and depth of merchandise to serve a broader area of needs.

A junior department store or a variety store would usually be the major tenant.

(3) Highway Commercial

The highway commercial classifications include those commercial uses which are located on and which should be directly related to the use of a highway. Typical uses would include gasoline service stations, other automobile service facilities, restaurants, hotels, motels, and similar related uses.

Highway commercial uses should be concentrated in areas most appropriate for such development and not be allowed to string in a continuous unrelated pattern along the highway frontage. Development standards for highway commercial uses should assure that such uses do not reduce the ability of the highway to carry traffic nor should they detract from the aesthetic quality of the highway and thus, the community at large.

The common practice of stripping all highways with commercial zoning and uses should be avoided. For each driveway opening into a commercial establishment or for each movement a driver must make to parallel park, traffic efficiency and safety is reduced. It becomes obvious that the street's capacity to perform its primary function of traffic movement, becomes seriously impaired due to strip commercial development. Just as important is the detrimental effect that strip commercial has on pedestrian and vehicular safety along these streets.

The impairment of the public investment in the development of arterials which fail to function to their design capacity is another important consideration.

In most communities, a considerable amount of land is already committed to strip commercial development. High development standards should be employed in these areas to limit the number of access points, to secure reasonable setbacks for new structures, to require adequate landscaping and off-street parking and in general to obtain a high quality of design for these critical areas. In addition, the currently developed portions of committed highway commercial land should be studied in detail to determine the most efficient and economical way to improve their physical quality.

(4) Administrative, Professional and Financial Offices

Administrative and professional offices include: buildings for the medical and dental professions, lawyers, engineers, architects, and other uses. Medical clinics, banks, savings and loans, real estate and insurance offices, utility offices and other administrative office related to the operation of both private and public corporations are also included in this classification.

Office uses of this type should, wherever possible, be devoted as an integrated group on large parcels of land to assure the most efficient and desirable conditions. Due to the intensity of office uses, access by way of major arterials is essential, as are adequate off-street parking, landscaping and other amenities to assure a quality of development.

COMMERCIAL PROPOSALS

The General Plan proposes 72.8 acres for all of the various classifications of commercial uses.

Neighborhood Convenience Center

The General Plan does not indicate any neighborhood convenience shopping centers within residential neighborhoods. If, however, future demands indicate a need to develop facilities such as these in areas other than along Highway 126, it is proposed that they be carefully planned and integrated into the neighborhoods. This proposal is consistent with the principle indicating the desirability of concentrating commercial activities and will assure that the character of the residential areas will not be adversely affected by the intrusion of commercial activities.

Local convenience centers when located on major streets should not be allowed to string out into a "strip". Adequate provision must be made to assure the compatibility of the development with the adjacent land uses and streets.

Each proposal for a local convenience center should be evaluated in terms of community need for such facilities and how it relates to the specific area to be served.

Central Business Center

The central business center area, its related commercial facilities, and the substantial amount of general commercial uses provided for within the planning area will serve the community level commercial needs adequately.

Highway Commercial

Highway commercial uses are currently scattered along Highway 126. The General Plan proposes that, insofar as possible, future highway commercial uses be developed in clusters as highway centers. The uses should be grouped into integrated and planned entities similar to other types of shopping center. The group of similar uses can bring economic benefits to the participants. This approach will also help to maintain street traffic carrying capacities of the major streets.

This proposal is intended as a means of accomplishing the goals and policies for sound commercial development and as an alternative to the scattering and spreading of segmented, unrelated, unsound commercial uses in an environment that encourages and perpetuates community chaos.

Uses commonly located in a highway related center include restaurants and motels. These are compatible with the uses found in the central business center.

The General Plan further proposes that the highway related commercial centers be clustered in one area along Highway 126 adjacent to the central business center.

Administrative, Professional and Financial Offices

The General Plan proposes areas where office use should be located within the planning area. Good highway access and proximity to other intensive activities makes office uses in this location appropriate.

INDUSTRIAL USES

The industrial classification provides land for many types of industry, varying from simple assembly of prefabricated parts to manufacturing. It also includes wholesale and warehouse activities.

Industrial Goals/Policies

The industrial goals and policies as stated by the people of Fillmore are as follows:

General Goal

To continually improve Fillmore as a place for industrial development by encouraging the development of modern attractive plants which will not produce detrimental effects on surrounding properties while providing employment opportunities for the citizens.

Specific Goals and Policies

Goal 1 To encourage as much light industry as possible consistent with the projected population.

Industrial

Policy 1a Recognizing the fact that population will precede industrial development, land designated for industrial use shall be left as open space or agricultural and not be converted to commercial or residential use.

Industrial

Policy 1b Circulation to the North Fillmore industrial land use area to be achieved as quickly as feasible.

Goal 2 Industrial areas to be located with consideration given to transportation access, performance standards, and potential impact on residential areas.

INDUSTRIAL STANDARDS

In order that the above goals and policies may be realized, the utilization of land for industry should conform to the following standards. These may be applied to new industrial uses, as well as to the improvement of existing uses.

- (1) The least intensive industrial uses should be located as a transition between the heavier uses and adjacent residential or other more restrictive uses.

- (2) Access to manufacturing districts should not be through or along the border of a residential area. Traffic should collect on industrial streets located within an industrial district and then be routed to external areas by way of major streets.
- (3) Interior industrial subdivision circulation should be simple and functional and built to industrial standards.
- (4) Where possible, access to railroad lines, by way of spur trackage, should be available to those industries desiring this type of service.
- (5) Adequate setbacks and landscaped front yards should be required to improve the visual quality of the industrial environment.
- (6) All storage and waste areas should be screened from view to enhance the quality of the environment.
- (7) An extensive program of overall industrial area beautification and maintenance should be encouraged to assure the maintenance of a high quality for the industrial districts.

INDUSTRIAL PROPOSALS

The General Plan proposed 232 acres for industrial development.

The first location contains 125 acres (most of which is located outside the City limits) east of Sespe Creek and north of the Southern Pacific Railroad. Buffering of the industrial uses on the east edge of the district is important in order to protect the residential uses further to the east.

The second industrial area comprises 20 acres. This land is located on the western edge of the planning area, west of Sespe Avenue extended.

In addition, other areas (containing a total of 87 acres) located along the Southern Pacific Railroad tracks are designated as industrial. The General Plan proposes that a number of these parcels be designated as commercial/manufacturing, which dictates that this area can be utilized for small lot industrial uses. These areas would probably develop for moderate scale enterprises where goods and commodities are both manufactured or sold on the same or separate premises.

HOUSING ELEMENT

ABSTRACT

Fillmore recognizes that a well maintained housing stock is among its most valuable resources. The City intends to pursue an active role in ensuring the quality of all housing within its planning area.

This section contains 2 general goals and 28 policies designed to aid in the preservation of existing residential neighborhoods and provide adequate housing within the financial means of all segments of the Fillmore community as well as guide future development.

AUTHORITY AND SCOPE

Government Code Section 65302(d) requires that all cities and counties shall include a housing element as part of the required general plan. This requirement is intended to assure that cities and counties will conduct an appraisal of the communities' housing resources and develop policies for their preservation.

This section identifies the intent of the City of Fillmore relative to those housing resources which are within its planning jurisdiction. Included is an evaluation of existing housing, potential for future development and the role of owner occupied as well as rental housing in Fillmore.

This section addresses specific needs of the community including low and moderate income and elderly housing; neighborhood preservation, structural rehabilitation, code enforcement practices and citizen participation.

The scope of the Housing Element is, by definition, limited in application to the City of Fillmore and those portions of Ventura County which are within Fillmore's sphere of influence. However, the problem of providing adequate housing is a regional issue and should be viewed accordingly.

Cities do not function as closed systems, supplying a proportionate balance of employment opportunities, services and housing. They serve to meet the various requirements of the greater community of which they are a part. Fillmore can best serve the greater community by dealing with housing demands unique and immediate to Fillmore.

INTRODUCTION

Fillmore, because of natural barriers and its confined growth boundaries, is limited as to its potential for the expansion of corporate boundaries to include areas suitable for residential growth. Fillmore is physically contained by natural barriers. Fillmore is also quickly approaching residential saturation and must concentrate efforts toward the needs and potentials of existing neighborhoods rather than the creation of new ones.

The City has the security of working with a well established residential character and development patterns, it suffers most of the problems associated with a "built" city and is severely limited by the shortage of available land. Virtually all provision for low to moderate income and elderly housing beyond what we now have will be the result of residential expansion of existing neighborhoods, the conversion of a non-residential structure to residential use, or small spot development on the few remaining parcels which are reasonably close to needed services in the City.

GOALS

The purpose of this section is to accomplish the following major goals through policies and implementations:

- A. To provide adequate housing for all social and economic segments of the Fillmore community.
- B. To preserve Fillmore's unique physical and social character within individual neighborhoods as well as in the community as a whole.

HOUSING RESOURCES

Fillmore enjoys a wide range of housing types which reflect the variety of lifestyles found among its residents. Most of the housing is in good condition as Fillmore's neighborhoods have not faced wide-spread residential blight.

Currently, over ninety percent of all structures in Fillmore's planning area are residential units. Just over 87% of these are single-family homes. The remaining number are multiple-family units which include duplex, attached

condominiums and apartment facilities. Full care medical facilities for elderly residents are defined as "group quarters" and are not considered as part of the City's regular housing stock. Single-family homes are primarily owner-occupied where multiple development is, for the most part, rented or leased.

While the number of families requiring housing has increased, the average size of the typical Fillmore household has grown considerably smaller in recent years. The average size of a household occupying a single-family home is around 3.31 persons, the figure for the entire County area is 3.49 persons per household. These unique population factors, along with a general trend toward smaller families has increased the demand for more, yet smaller housing units.

GENERAL POLICIES

The City recognizes the need for a multiplicity of housing type and shall maintain diversity in its housing stock.

POTENTIAL FOR NEW HOUSING

During the recent increase in residential construction throughout Southern California, new home development in Fillmore has been concentrated in the readily available flatlands. Past development and the General Plan have fairly well established the character of the area north of Ventura Street. Because of the built up nature of this area, interest is turning to the foothills and area south of Ventura Street.

While this is the last remaining expanse of undeveloped land in Fillmore's Planning Area, the foothills are not suited to standard development. Once adequate access routes have been established, the hillsides will lend themselves to a unique type of use which can realistically support only a very low density of single-family homes, based on degree of slope.

Some of the land, because of geological character and steepness of slope will support little or no development of any kind and will remain as open space.

The few remaining small parcels available for residential use which are within reasonable proximity to the schools and services offered in the downtown area are limited. The ability to provide for residential development of a type suitable for low to moderate income and elderly housing is limited. This would therefore, necessitate serious consideration of multiple-family rentals of a character which is readily adaptable to meet the varying needs of its occupants.

- The City shall maintain high architectural standards in evaluating proposed new construction.
- The City shall consider the relationship between proposed housing and the existing environment in the immediate and surrounding areas.
- The City shall consider the tract design of proposed new development as it contributes to a cohesive and well-integrated neighborhood plan.
- The City shall not limit consideration of housing to new construction, but also include alteration and expansion of existing residential and conversion of non-residential structures to a residential use.
- The City shall encourage a rate of development commensurate with its ability to provide adequate municipal services to newly developed residences.
- The City shall encourage the installation of energy saving amenities in new homes.

RENTAL HOUSING

Among the impacts of the housing trends of the last ten years has been a transition in the type of housing available to Fillmore residents. The number of apartments has increased since 1970. Rental rates have also increased. The wide availability of moderately priced multiple-family housing has, in the past, held this increase in rates to an affordable level by creating a competitive market between established multi-family rentals and comparatively new developments. Present trends toward conversion of apartments to condominiums may threaten this supply.

There is little "low cost" housing in the City, yet Fillmore recognizes that multiple-family rental development is still among the most economical available, particularly for those who, for various reasons, cannot or choose not to purchase a home. Therefore, the City of Fillmore acknowledges the need to offer rental housing and encourage the preservation of a quality rental stock.

- The City shall encourage the maintenance of adequate numbers of rental units in Fillmore.
- The City shall consider the conversion of multiple-family rental units to owner-occupied housing only when it can be demonstrated to the City's satisfaction that such conversion will not cause undue hardship on the low to moderate income and elderly segments of the Fillmore housing market.
- The City shall consider the conversion of multiple-family rental units to owner-occupied housing only when it can be demonstrated to the City's satisfaction that such conversion will meet all structural and environmental measures of habitability commonly required of owner-occupied housing.
- The City shall encourage the formation and support the activities of tenant-landlord associations.
- The City shall encourage fair rental practices among the owners and tenants of rented housing.

LOW AND MODERATE INCOME HOUSING

The City will address the housing needs immediate to Fillmore without attempting to solve regional housing problems by recruiting large numbers of low and moderate income households into an area that cannot adequately accommodate their housing needs.

To best serve the economic needs of seasonal and other specialized groups, some type of multiple-family rentals is recognized as the most realistic alternative.

It has been demonstrated that low to moderate income households can normally afford to pay no more than twenty-five percent of gross household income for shelter without putting undue economic strain on that household. It is on this twenty-five percent figure that many public housing assistance programs are based.

An analysis of elderly and those families falling into general low to moderate income categories will help establish affordable rates and allow maximum use of various governmental assistance programs.

Beyond the cost consideration is the location of such units within reasonable proximity of needed services offered in the downtown area.

The City shall encourage the development of well-planned, quality low-cost housing that meets all construction and maintenance standards.

- The City shall work with all agencies, to ensure adequate housing for elderly and other specialized groups.
- The City shall consider the proximity of low to moderate income and elderly housing to needed public services when evaluating the location of proposed new construction.
- The City shall consider the polarizing effect of concentrated placement of low to moderate income and elderly housing when evaluating the location of proposed development.
- The City shall encourage the development of well-planned, quality low to moderate cost housing that meets all construction and maintenance standards.

ELDERLY HOUSING

In addition to the number of apartment units and private homes maintained by elderly residents, Fillmore is the location of 1 major retirement facility, providing full care medical services for some 100 retired persons that have made Fillmore their home.

While the City's ability to aid those individuals living in privately funded retirement facilities is somewhat limited, Fillmore can best help the elderly segment of its population by encouraging the availability of reasonably priced housing which can accommodate the needs of elderly residents. By providing assistance to elderly homeowners, the City can help seniors keep and maintain single-family homes on a fixed income.

- The City shall encourage the availability of rental housing for the elderly.
- The City shall encourage the installation of special amenities in housing occupied by elderly and/or handicapped residents.
- The City shall encourage the formation and support the activities of civic groups which address the needs of elderly residents.

OWNER-OCCUPIED HOUSING

Statistically, the "typical" Fillmore resident is stable with respect to median lengths of residency and has an earning capacity slightly above that of the regional average. He also owns his own home.

While there is a significant demand for rental housing for specialized groups, the majority of residential units are owner-occupied, single-family homes. The character of the Fillmore community reflects the pride of ownership found in well-maintained owner-occupied neighborhoods. This makes Fillmore a desirable place to purchase a home.

The housing market in Fillmore has been particularly impacted by recent inflation. Land, which is initially expensive is also becoming increasingly scarce.

There is very little industrial development in Fillmore resulting in the past in greater tax reliance on residential sources. Recent plans for increase in commercial and industrial activity may help provide a more diversified revenue base. Fillmore recognizes its responsibility to provide homes with high quality maintenance services including, but not limited to, police and fire protection, street tree maintenance and trash collection service, all of which contribute to the desirability of neighborhoods and the value of homes.

Fillmore also maintains building standards which may add to the cost of development but contribute greatly to the aesthetic appeal of homes built.

Apart from structural considerations, there is the question of fellowship among homeowners in neighborhoods. Older residential sections which are primarily

owner-occupied enjoy a neighborhood identity which results from living in a certain area for a number of years. Residential unity of this type often is lacking in newer tract developments.

- The City shall encourage equal opportunity in housing without regard to age, sex, race, creed or existing neighborhood.
- The City shall encourage the formation and support the activities of neighborhood associations, particularly in areas of recent residential development.

NEIGHBORHOOD PRESERVATION

In the past when building materials were plentiful and labor was relatively inexpensive, it may have been economically more feasible to remove substandard residential units and replace them with new construction which met all health, safety and building code requirements. Such is not the case today.

Residential structures approaching twenty years of age, particularly moderate quality homes in tract developments often do not age gracefully but evolve into areas of concern both structurally and socioeconomically. There are several areas which are now experiencing a degree of deterioration sufficient to justify widespread area rehabilitation.

It is the City's intent to maintain neighborhood quality by coupling efforts to promote neighborhood pride with the preservation of the structural integrity of individual homes.

- The City shall not endorse the demolition of any residential structure until all alternative avenues have been exhausted.
- The City shall identify and make all reasonable effort to preserve all residential structures of historical or architectural significance.
- The City shall identify and maintain the quality and character of its residential neighborhoods.
- The City shall encourage the formation and support the activities of neighborhood preservation groups.

CODE ENFORCEMENT

Fillmore has a comprehensive Land Use and Development Code which specifies land use and development guidelines.

Active enforcement of the City's code is largely responsible for making Fillmore an attractive and desirable place to live.

The role of code enforcement varies throughout the community but is equally important in newer neighborhoods as well as older residential areas. In many cases, active code enforcement is a preventive measure which will work to maintain the existing high quality of neighborhoods in addition to the correction of spot violations.

The City provides various rehabilitation incentives which make the correction of code deficiencies a more voluntary effort.

The City recognizes that code enforcement extends beyond the external condition to include the internal health and safety features of all units.

- All residential units shall comply with the provisions of Fillmore's Land Use and Development Code.
- All residential units shall comply with minimum standards of the Health and Safety Code.

LOCAL NEEDS ASSESSMENT

The table on the following page represents the Fair Share Allocation for housing and is consistent with the State requirements.

TABLE 17

HOUSING NEED ANALYSIS

1975 DEMAND

Income Categories	0-\$3000	\$3-7000	\$7-12000	\$12-16000	\$16-22000	\$22-36000	\$36000 & up	TOTAL
Households								
Total Households	330	537	559	415	327	188	26	2,382
Large Families	30	56	132	124	98	61	3	504
Elderly	82	187	72	39	21	15	8	424
House Values & Rents								
	0-\$5000 0-\$75	\$5-14000 \$75-\$165	\$14-20000 \$165-230	\$20-27000 \$230-280	\$27-37000 \$280-365	\$37-60000 \$365-500	\$60000 & up \$500 & up	TOTAL
Total Households	330	537	559	415	327	188	26	2,382
Vacancy Allowance	0	0	28	21	16	9	1	75
Total Housing Demand	330	537	587	436	343	197	27	2,457

1975 SUPPLY

Existing Units	165	581	491	333	644	227	41	2,482
Needing Replacement	155	102	27	0	0	0	0	284
Sound or Reliable Units	10	479	464	333	644	227	41	2,198

1975 NEED

Existing Need (Demand /Supply)	320	58	123	103	-301	-30	-14	259
Fair Share Allocation								
1975 Adjusted Need	320	58	123	103	-301	-30	-14	259
Suitable for Rehab.	0	195	95	81	0	0	0	371

1975 80 PROJECTED ADDITIONAL NEED

1980 Housing Demand	385	627	686	509	401	230	32	2,870
1975 Supply	10	479	464	333	644	227	41	2,198
1975 80 Need	375	148	222	176	-243	3	-9	672
1975 80 Adjusted Need	375	148	222	176	-243	3	9	672

1975 SUPPLY

House Values & Rents	0-\$5000 0-\$75	\$5-14000 \$75-165	\$14-20000 \$165-230	\$20-27000 \$230-280	\$27-37000 \$280-365	\$37-60000 \$365-500	\$60000 & up \$500 & up	TOTAL
Existing Units								
Ownership	25	282	306	243	638	221	41	1,756
Rental	140	299	185	90	6	6	0	726
Needing Replacement								
Ownership	15	91	27	0	0	0	0	133
Rental	140	11	0	0	0	0	0	151
Sound or Reliable								
Units	10	479	464	333	644	227	41	2,198
Ownership	10	191	279	243	638	221	41	1,623
Rental	0	288	185	90	6	6	0	575
Suitable for Rehab.								
Ownership	0	195	95	81	0	0	0	371
Rental	0	18	80	81	0	0	0	179
	0	177	15	0	0	0	0	192

Source: SCAG

IMPLEMENTATION

Abstract

This section summarizes actions to be taken by the City of Fillmore in the implementation of the policies outlined in the Housing Element. The Housing Element will, ultimately, become part of the greater Plan for the Living Environment which includes issues dealing with neighborhoods, historical preservation, urban design, human resources as well as housing. The actions in this section serve as notice to the reader, and as directives to the City staff and advisory commissions.

Authority and Scope

Section 6416(b) of the Government Code requires each City and County to prepare and adopt an action program consisting of specific measures to be taken to implement the Housing Element.

Introduction

This section is added to each of the four major elements of the General Plan in order to assist in the appropriate review of the City's effectiveness in carrying out this plan. It is presumed that this section will be amended with completed action programs being deleted and new action programs being adopted. This section will eventually include action programs that deal with all phases of the Plan for the Living Environment. Initially, it will address those areas of concern covered within the text of the Housing Element. These areas include Fillmore's rental housing, low to moderate income and elderly housing as well as owner-occupied homes and residential neighborhood preservation.

The following actions are to be either added or continued on annual work programs of the appropriate City department for Council consideration in the annual budgetary review process. Some of the following programs are operative, others can be implemented immediately while still others require additional budgetary consideration by the City Council.

- A. The City shall maintain and design standards through required review of all subdivisions and any construction in Fillmore.
- B. The City shall consider the relationship between proposed housing and the existing environment by requiring appropriate environmental review of housing and requiring additional tests on an individual basis.
- C. The City will encourage expansion of existing residential and the conversion of non-residential structures to residential use for low to moderate income and elderly residents through zoning and financial supplementation with governmental grants as they are made available for such use.
- D. The City shall publish and keep current a Tenant-Landlord Handbook which outlines fair rental practices and names contacts for City assistance.
- E. The City will encourage the development of well-planned low cost housing for low-income and elderly residents through zoning and financial supplementation with governmental grants as they are made available for such use.
- F. The City may consider a vacancy rate formula to determine the feasibility of condominium conversions.
- G. The City shall strive to make available reduced interest home improvement loans to upgrade substandard housing in designated target areas.
- H. The City shall strive to make available small grants to upgrade substandard or dangerous homes in cases of exceptional financial hardship.
- I. The City shall strive to make available minor home repair assistance to supplement the cost of code deficiencies in the homes of low to moderate income and elderly owner-occupants in designated target areas.
- J. The City shall include the installation of special amenities required by handicapped or elderly residents as qualifying items for each of the three assistance programs.

- K. Areas of architectural or historical significance will be included in target areas serviced by the above programs and will, therefore, receive the benefits of each assistance plan.
- L. The City will work with Ventura County to make available Section 8 assistance which provides a partial to total subsidy of housing costs for qualifying renters.
- M. The City shall pursue a periodic inspection program to ensure the basic health and safety of rental units.
- N. The City shall strive to monitor all VA and FHA foreclosures in the greater Fillmore area and serve as a referral agency for those families wishing to purchase low cost single-family homes in this area.
- O. The City shall pursue the concept of the Planned Unit Development in evaluating proposed new construction.
- P. The City may elect to create a Community Housing Board consisting of appointed commission representatives, City staff and public participants. The function of this body would include governing implementation of the Housing Element, hearing problems and complaints, and providing housing referral service, as well as addressing housing issues in the City of Fillmore.
- Q. The City shall expand its involvement in governing an increasing number of housing functions within the City.

PARKS ELEMENT

INTRODUCTION

The Parks Element of the General Plan provides general locations for parks. The goal for parks established by the people of Fillmore is as follows:

General Goal

To coordinate, through the General Plan, the development of parks within the City, for the purpose of providing for the health, safety and general welfare of all citizens.

General Policies

In order to implement the parks goal, the following general policies are established:

- Locate parks where they will provide the maximum service with the greatest efficiency.
- Utilize public funds with care to assure the maximum public service for the tax dollars.
- Welcome cooperation from the private sector in all community enterprises.
- Determine future park and recreation requirements and design facilities and programs to satisfy the needs within each service area.
- Provide a balanced park system by locating playgrounds in convenient areas where they will serve the residents of the residential neighborhoods.

- Plan a full range of facilities for all age groups and for recreation including sports programs, social activities, and educational classes.
- Coordinate school and park recreational facilities by cooperative action with local school districts.
- Commence a program of land acquisition for park and open space in areas which are not presently served or where the need for additional facilities is indicated by population growth and higher density.
- Ensure the continuation of high standards of maintenance and improvement of facilities and grounds in the public park and open space areas.
- Promote the development of a large community type park which will provide an adequate amount of land to permit the development of a variety of recreational opportunities for a majority of the citizens of the City.
- Promote the maximum utilization of the water retention basins, adjacent vacant parcels, and existing right-of-way in order to expand the existing park and open space areas. Provide educational areas which might encourage botany while at the same time ensuring the control and retention requirement of the watershed. Coordinate these developments with the Flood Control District and the school districts in order to maximize the benefits to all agencies and best serve the residents of the area.

PARK STANDARDS

In order to implement the above goal and policies the following classifications and standards are established:

Neighborhood Parks

The neighborhood park is intended to provide opportunities for limited types of recreation within the neighborhood. These parks are designed for family recreation and provide special areas for play-lots for pre-school children, playgrounds for school age children, and possibly a neighborhood center for leisure, educational, cultural and social use. In areas populated by senior citizens, the design of the park, facilities and programs would be oriented toward meeting the needs and desires of older people. Wherever possible, these facilities should adjoin an elementary school, the use of all facilities should be coordinated, and there should be year round programming.

(a) Population served

A neighborhood park facility serves a population of between three and six thousand people.

(b) Service area

The service area of these facilities is between one-half and one mile.

(c) Location

A neighborhood park should be located near or adjacent to an elementary school for joint school and community use.

(d) Land area

A neighborhood park should contain between three and five acres when used in conjunction with an elementary school or from five to ten acres when separate.

(e) Facilities provided

The neighborhood park should contain the following elements: picnic areas within a

passive park setting, open spaces for special neighborhood events and playlots for small children. The design of the parks and the facilities should have variety in order to offer a multiplicity of opportunities for recreation to local residents.

Small neighborhood park areas should also be provided in intensively developed areas, especially where medium (higher than single family) density residential uses are permitted. It is essential to have a balanced land use program and provide compensating outdoor space where such space is at a premium. These green spaces should relate to size and extent of development and need not be larger than two or three acres consisting mainly of turf areas and groups of trees.

Community Parks

Community parks are intended to provide a wider range of recreational opportunities for the residents of a group of neighborhoods. Because a greater population will be served by the community park, many more specialized activities can be supported than are feasible in a neighborhood park.

(a) Population served

This type of facility provides recreational facilities to serve a population of ten to twenty thousand people.

(b) Service area

A community park should be central to a service area and be within two miles of every resident served.

(c) Land area

A community park should contain a land area of between 20 and 50 acres.

(d) Community parks include facilities provided in the neighborhood park and in addition,

playfields for older children, places for organized sports, paved areas for court games and group picnic and barbeque areas. The park should also include large areas for special events, day camping areas, nature study areas, passive recreation areas and, if possible, a community center building for social and cultural events. Swimming pools are often included in these larger complexes.

Regional Parks

Regional parks include the most extensive or more highly specialized of the recreational facilities. They provide spacious areas for those scenic and recreation opportunities that have area wide significance. Major facilities include: forest preserves, hiking areas, camp sites, group and family picnic areas, nature study areas, and places for diversified, active play. Other features could include: golf courses, water features, a stadium, bowling greens, an archery range, and spaces for other activities not normally found in the smaller parks.

Fillmore, while having no regional parks within its own boundaries, is within easy reach of major regional recreation facilities which provides thousands of acres for family recreational use.

PARK AND RECREATION PROPOSALS

Recreation Programs

The Fillmore School District and the City have organized a summer recreation program for the citizens of Fillmore. The activities included in the recreation programs vary to encourage participation by all age groups. An example of the activities included in typical programs are: arts and crafts, photography, dance, music, swim, basketball, volleyball, baseball, tennis, and many others.

The General Plan encourages support and participation in these programs by all the residents of the planning area.

Neighborhood Parks

The General Plan proposes expansion of neighborhood park facilities. These facilities should be located where there are deficiencies or where the potential intensity of residential land use indicates a need for additional parks.

The General Plan proposes that the recreational areas adjacent to the public schools be incorporated, where possible, as an extension of the park system.

Community Parks

The General Plan proposed the expansion of the community park facility located adjacent to Sespe Creek in the western portion of the planning area. A major consideration in the development of this land area for recreation is the ability of the creek to serve both the open space function and recreation. This indicates the need for a carefully designed development plan where both functions are considered.

Regional Park

The Fillmore planning area is currently well-served by regional recreation facilities. Therefore, no regional park facilities are indicated within the City.

CIRCULATION AND TRANSPORTATION ELEMENT

INTRODUCTION

This General Plan update did not include an analysis of the Circulation Element. Therefore, only minor updating was accomplished. It is recommended that the City conduct a detailed review of its circulation as soon as is feasible.

The Circulation and Transportation goals and policies as stated by the people of Fillmore are as follows:

General Goal

To develop a circulation and transportation system, including freeways, all classes of streets, mass transportation and pedestrian walkways that will promote the health, safety and general welfare of the citizens by the convenience, attractive appearance, ability to carry necessary traffic, and the high quality of development standards and performance.

Specific Goals and Policies

Goal 1 To maximize the use of the existing street system separating movement use and access use wherever possible.

Goal 2 To provide a North/South artery to avoid commercial and industrial traffic passing through residential neighborhoods.

Goal 3 To improve streetway appearance creating a parkway atmosphere wherever possible.

Goal 4 To provide adequate drainage for roadways in flood plain areas avoiding the creation of situations which will dam flood waters.

CIRCULATION SYSTEM

The circulation system in the Fillmore planning area is strongly conditioned by the steep topography defining the Santa Clara River Valley and the valley through which the Sespe Creek passes and by the channel areas of these water-courses. A predominant east-west flow of transportation arteries are proposed to be augmented by access ways up and across the valley through which the Sespe Creek passes and across the Santa Clara River in locations most strategic to the creation of a traffic network to unify the entire Fillmore Planning Area into one urban community. The major and secondary roads, both existing and proposed, are shown on the General Plan Map.

Freeways

Freeways are limited-access high-speed traffic arterials designed to move traffic in and through the region and all traffic crossings are separated by grade.

Freeway Route 126 has been removed from the State of California's planned highway system and has been deleted from the Circulation Element. Freeway Route 23 is planned to extend southerly from Ventura Street through Grimes Canyon to the communities of Moorpark and Thousand Oaks. However, the state is presently proposing to rescind Route 23 as a freeway.

It is not expected that any freeways will be constructed in the Planning Area.

Major Roads

Major roads are designed to move traffic rapidly from adjoining neighborhoods to traffic generation points and the regional freeway networks.

One east-west major road is included on the plan, that is Ventura Street. It has been proposed that a portion of Ventura Street immediately east of Mountain View Street be straightened so that there will be enough distance between Ventura Street and the Southern Pacific rail line to allow for a grade

separation between the rail line and the new north-south secondary road proposed adjacent to Pole Creek. Another major road has been proposed to extend northerly from Ventura Street to serve the industrial area planned in the vicinity of North Fillmore and the large recreational potential of one or more reservoirs contemplated in the Los Padres National Forest.

Secondary Roads

Secondary roads supplement and interconnect the primary road network. They also act as a collector system for local traffic as well as an important means of access to neighborhoods within larger communities.

Collector Roads

The General Plan should propose a network of collector roads to serve the internal needs of the Planning Area's neighborhoods. These roads provide service from the housing areas to the surrounding major arteries and are designed to discourage non-localized traffic. However, some collector roads can be proposed to serve a through traffic-carrying function where topography precludes higher standards or residential development is sparse.

Public Transportation

A transit terminal can be located adjacent to the Southern Pacific rail line to take advantage of any future possibility of a rapid transit capability.

COMMUNITY FACILITIES ELEMENT

INTRODUCTION

This study did not include an extensive review of the Community Facilities Element, however, the element was updated to reflect more current conditions.

The goals for community facilities as stated by the citizens of Fillmore are as follows:

General Goal

To coordinate, through the General Plan, the public facilities within the city, including fire stations and public service buildings, to provide and protect the health, safety and general welfare of all citizens.

Specific Goals and Policies

- Goal 1 To group together major governmental activities in a Civic Center relating and complementing commercial activities in the Central Business District.
- Goal 2 To encourage other governmental developments in the Central Business District.
- Goal 3 To provide space for schools such that major street crossings are minimized or eliminated.
- Goal 4 Site planning for schools to be consistent with residential development to maintain close proximity of schools and homes.
- Goal 5 Adequate park and recreational facilities to be provided to meet the needs of an increasing population.
- Goal 6 To establish a community center as part of the Civic Center or a school to meet the needs of the community.

Community Facilities

- Policy 6a As a part of the community center, an activity center for teenage members of the community shall be established.

GOVERNMENT FACILITIES

A government center of approximately 7 acres has been shown south of Sespe Avenue west of Central Avenue which is a substantial departure from the previously proposed 20 acres at another location.

- (1) Civic Center -- It is proposed that the administrative governmental services of the City and County be concentrated in the Civic Center. This area is the present site of the City Hall, police station, public works yard and parking lot. These facilities have adequately served the community in the past, however, increased population indicates that the need for larger facilities and the expansion or remodeling of existing buildings is necessary. The multiple use character of the Civic Center makes it the major focal point of community activity.
- (2) Cultural Center -- While it is assumed that many private and non-profit cultural groups will utilize facilities in commercial areas, the aggregation of major cultural facilities is proposed for the Civic Center.
- (3) Parks and Recreation Facilities -- The Parks Element of the Fillmore General Plan proposes an expansion of the local parks facilities.

At one time, a regional park was proposed along Pole Creek northeast of the present City of Fillmore. The proposed park included a high plateau south of the creek which commands a magnificent view of the lower Santa Clara River and the ocean. That plan has since been abandoned by the County.

Local recreation areas in many cases have been incorporated with school sites and higher density residential areas so that concentrations of population will be adequately and conveniently served.

It is an objective of the plan to preserve the natural beauty through the Santa Clara River Valley and along the Sespe Creek by encouraging construction of flood control improvements along these watercourses which would be attractively landscaped and have a recreational potential during dry periods. Wherever possible, other drainage areas should be preserved as scenic passages for pedestrian use and/or horseback riding to supplement plans to utilize portions of the Santa Clara River and Sespe Creek for these purposes.

In addition to the existing 18 hole Elkins Ranch golf course adjacent to Chambersburg Road at the mouth of Grimes Canyon, the Planning Area is fortunate to have the natural open space provided by surrounding mountains and the recreational potential of Los Padres National Forest with the proposed Cold Stream and Topatopa Reservoirs bordering on the north.

- (4) Police and Fire Protection -- Police and fire protection facilities should be provided as needed to furnish protection to all of the community.

- (a) Police Protection -- Wide latitude normally exists in the location and distribution of police protective facilities since basic protection is provided from cruising vehicles in radio contact with a stationary base. National standards relative to police stations indicate the need for a site with a service radius of approximately 3 miles.

It is proposed that only one central police facility be developed, and that this facility be located in its present location at the Civic Center.

- (b) Fire Protection -- National standards call for fire station on sites of approximately 1 acre with service radii of 3/4-1 mile in high value areas and 1 1/2-2 miles in other areas. At present the City is served by 1 fire station and the anticipated growth of residential, commercial and industrial development will at some point require additional manpower, equipment or fire station facilities. The expansion of fire stations should proceed as the need for additional service is demonstrated.

- (5) Hospital and Health Facilities -- The designation of property for this type of public facility represents a recognition to service the ultimate population of the community, distributed so that blockage of railroad grade crossings will not deprive residents of emergency access to hospitals.

National standards call for approximately four beds per 1,000 population in hospitals of approximately 200 beds on 15-20 acre sites. Applied to an ultimate population of 11,269 for the total planning area, this standard would require 1 hospital of 45 beds.

- (6) Public Education Facilities -- The responsibility for providing educational facilities within the Planning Area is based upon the plans and standards of the Fillmore Unified School District. The plan designates three areas of the community for elementary school sites. Two of these are now the site of an existing school, whereas the third site at "C" Street and Sespe Avenue is proposed for future growth. The two existing schools occupy approximately 25 acres and are adequate to serve the needs of the local area at this time. A Junior High School and Fillmore High School are shown, which is the present 28 acre site.

The Moorpark College of Ventura County Community College District is serving all of the Fillmore area. Ultimate plans of the District call for additional campuses in Oxnard and Camarillo, but no additional campus is proposed in the Fillmore Planning Area.

- (7) Sewer Treatment Facility -- The present sewer system, and the increments by which the sewer treatment plant will be enlarged, have a direct effect upon development within the City. The ultimate capacity of the sewer treatment plant is estimated to be sufficient to serve the projected population of the General Plan; or for that matter, any of the population alternatives projected under the RLUP studies. It is proposed that no additional development be permitted on septic tanks, and that all new development occur only on community sewer systems.

Areas served by existing sewer facilities should be filled in before areas requiring new sewer trunk lines or lift stations are permitted for development.

- (8) Water Facilities -- When an increase in population indicates the need for expanded or additional water facilities, it will be necessary to secure other areas for additional well sites or we will have to contract with the State for water for quantity and quality. The existing system, with existing adequate safeguards, is very capable of providing 4,000+ gallons per minute, with two reservoirs, one with a 1,000,000 gallon capacity and the second with a 1,500,000 gallon capacity. Fillmore also has a high rate filter capable of removing TDS, iron manganese and hydrogen sulfide, from the system and is now studying new well sites to supplement the existing supply.

- (9) Storm Drainage -- The 100 year flood limits are shown on the plan and any proposed land development within the area is recommended only where the land can be raised sufficiently to eliminate the possibility of being subject to inundation.

Most of the area within the water courses and some of the adjacent lands have been reserved as open space and any development that may occur will not affect their water runoff carrying capacity. The exact extent of the flood plain has been defined by the Federal Government and the nature and location of flood protection works is currently being addressed in a levee system being built by the U.S. Army Corps of Engineers along the east side of Sespe Creek.

IMPLEMENTATION

ADOPTION

In order to take advantage of the efforts expended in the preparation of the amendment to the existing General Plan, it should be adopted by the Planning Commission and City Council and thereafter be put to maximum use.

The California State Conservation and Planning Act sets forth the procedure for the adoption of the General Plan.

It is stated that the Plan shall be adopted subsequent to:

- (1) One public hearing before the City Planning Commission. Notice is to be given ten days prior to said hearing. (Additional public hearings may be held if necessary.)
- (2) Approval of the plan shall be by resolution of the Commission carried by the affirmative votes of not less than a majority of the total voting members.
- (3) The approved plan shall be transmitted to the City Council.

Notice is to be given ten days prior to said hearing.
(Again, additional public hearings may be held if necessary.)
- (5) The Council shall adopt the plan by resolution. If any part of the plan is changed by Council said change or changes shall be referred back to the Planning Commission for a report. Said report shall be made within 40 days of the referral. The Planning Commission need not hold an additional public hearing on the changes.
- (6) The General Plan shall be endorsed (signed) by the legislative body to show that it has been adopted.
- (7) A copy of the adopted plan shall be sent to the planning agency of the county.

Amending the plan follows the same procedure as that established for adoption.

ADMINISTRATION

The State Law requires that the Planning Commission be responsible for effectuation of the plan, using it as a guide for the orderly physical growth and development of the City and as a basis for the efficient expenditure of funds relating to the public facility elements identified on the plan.

The Commission is required to render an annual report to the legislative body on the status of the plan and progress in its application. The contents of such a report should include the progress made in accomplishing the various programs and special developments that have been initiated and/or completed during the year. Items should include those that significantly affect the community and indications of how the General Plan has been utilized to guide the types of growth and change that affect the physical, social and economic structure of the community.

The Commission is required to promote public interest in and understanding of the General Plan and regulations relating to it. They may be accomplished by the establishment of a public relations function which would include: public contact through citizens' committees, news releases on development activity and planning in the City, speaking engagements before clubs and citizens' groups, publication of reports and other informational material.

The Commission is required to consult and advise with public officials and agencies, public utility companies, civic, educational, professional, and other organizations and citizens with relation to carrying out the General Plan. This function will require the establishment of a working rapport between the Planning Department and these other agencies. The General Plan will become the vehicle through which the City will focus on the issues that require coordination.

It is recommended that the General Plan be displayed in the Council Chambers and that the "handout copies" be made available for wide distribution in the community. Whenever important changes become necessary, the Plan should be amended. Reviews should be made periodically. The total plan should be amended when and where necessary to keep it current.

DEVELOPMENT PLANS

The General Plan calls for the preparation and adoption of several Development Plans to implement the policies and plan proposals. These Development Plans are plans which indicate specific design concepts and/or development standards and regulations for the development of land and facilities within Fillmore.

(1) Development Plan for Land Use (Zoning)

The Zoning Ordinance and map is in effect a Development Plan of Land Use with specific development standards. The Conservation and Planning Law of the State of California identifies in detail those areas that may be covered by zoning. These are as follows:

- (a) Regulate the use of building, structure and land as between agriculture, industry, business, residential and other uses.
- (b) Regulate signs and billboards.
- (c) Regulate location, height, bulk, number of stories and size of buildings and structures; the size and use of lots, yards, courts and other open spaces; the percentage of a lot which may be occupied by a building or structure; the intensity of land use.
- (d) Establishment of requirements for off-street parking and loading.
- (e) Establish and maintain building setback lines.
- (f) Create civic districts around civic centers, public parks, public buildings or public grounds and establish regulations therefore.

The City is already divided into land use zones and the regulations for each zone are set forth in the Zoning Ordinance. These regulations apply uniformly throughout the area or areas included in each zone. Amendments to the zoning map (change of zone) require one public hearing before the Planning Commission. If approved by this body, they are forwarded to the City Council for a public hearing and final action.

(a) Zoning Problems

The general zoning problems observed in Fillmore as well as in many other cities, have arisen from several sources:

- (1) The changes in the relationships between land use and circulation that have occurred in the process of growth create conditions that are obviously no longer appropriate causing the owners of properties to seek a change, quite often leading to conditions that are even less desirable than those that exist.

- (2) The constant pursuit by individual property owners of greater economic values for their land, either developed or undeveloped.

Zone changes, as a municipal process, is the vehicle through which most of these activities are funneled. Even with the guidance of a well thought out General Plan, it is difficult to solve all of the individual desires that property owners present for consideration by the legislators. Some guidelines may, however, be helpful. In reviewing a proposed change, the following conditions should be evaluated:

If the change can cause problems of traffic congestion, if it can endanger the health, reduce the degree of privacy, increase the exposure to noise or activities that are incompatible with the surroundings, then the change should not be permitted.

If a change would expose a greater number of people to unfavorable living conditions, then this petition should not be approved.

If a change would improve the economic situation for an applicant while placing many neighboring properties in economic jeopardy, this is a special privilege and should not be approved.

If the proposed change would be contrary to the recommendations of the General Plan, the change should be disapproved, or at least be tabled until after the Commission and Council restudy the General Plan to determine if the area within which the change is proposed can be readjusted to make the proposed uses compatible with their environment.

Since the major land use problems confronting the City relate to zoning, decisions can either help to assure an efficient, compatible and long-run beneficial use of the land or they can magnify the existing problems and invite additional, more serious problems.

(b) The Existing Zoning Ordinance Text

In conjunction with the General Plan Studies, an analysis has been prepared which considered the contents as well as the structure of the current Zoning Ordinance.

The analysis recommends more appropriate standards and some zones. Implementation of these recommendations should follow the adoption of the amendment to the General Plan and intensive study by the Planning Commission and City Council. A summary of the findings of the zoning analysis is as follows:

- (1) The ordinance would be better organized, with uses, standards and procedures clearly stated.
- (2) The standards, in some cases, appear to be too stringent, and in other cases, they are not stringent enough.

It is recommended, following the adoption of the amended General Plan, that the Planning Commission and City Council utilize the material submitted in the zoning analysis as the basis for the amendment of the City's Zoning Ordinance and Map.

In addition to the analysis of the structure and contents of the Zoning Ordinance, an inventory was prepared of the land use by each zoning classification within each of the General Plan study districts.

The effectiveness of a Zoning Ordinance can, in many instances, be measured by the number of nonconforming uses in the several different zones. Since, in the past, ordinances were cumulative in nature, permitting all uses considered less intensive in the more open classifications, many communities have inherited conditions that are difficult to live with. In addition, communities have been lax in that they have permitted, under the guise of "hardship" many uses not allowed by the law itself. Whether done under the variance provision or by spot zoning, the effect has been the same. The mixed land use patterns have resulted in deteriorating areas and the breakdown of the concept of equality under law.

The summary of the use of land by zoning district indicated to some extent, the trends and directions that zoning practices in the City have taken.

(c) The General Plan and the Development Plan for Land Use

The relationship between the General Plan and the Development Plan for Land Use (zoning map) is often misunderstood by both City officials and the public. The lack of understanding can seriously reduce the effectiveness of zoning administration and planning policy. The General Plan is a long-term "outline" for the logical development of the community and should therefore, be used as a guide in matters related to zoning administration and particularly zone changes.

The following illustrations are intended to describe the relationship between the General Plan and the Zoning Ordinance and to assist public agencies and the legislative body in their daily confrontation with problems of community growth and change.

- (1) General Plan NOT Zoning -- The General Plan, when adopted, does not change any existing zoning either to a more or less intensive use classification. Changing of any zone classification requires a special procedure as outlined previously.
- (2) General Plan is a Long Range Plan -- The uses identified on the General Plan reflect a view of the development of the City at saturation. The Zoning Map, on the other hand, reflects the present commitment of land to the various use classifications. For example, land now zoned for single family housing may be shown on the General Plan as future multiple family housing where this is a logical transition for the area.
- (3) The General Plan is Policy -- The General Plan is a tool for decision making. The Zoning Map is legislation, a precise set of regulations governing the use of real property.

The following hypothetical examples show how the General Plan may be used in zoning decisions:

Example 1 - A portion of the older section of the City presently occupied by single family homes is zoned C-2 Commercial. The General Plan identifies this area as transitional residential from low density to high density. The property owners in this area

realize that there is no demand for commercial land in this location. They petition the City to change the zone from commercial to high density residential so that developers of apartment units can obtain financing. In this instance, the General Plan identified a more realistic future use of the area and zoning is initiated by the property owners to conform with the plan.

Example 2 – The General Plan identifies a neighborhood shopping center near the intersection of two major streets. It is understood from the General Plan that only one center can be supported at this location. All four corners are zoned R-1. A plan is submitted for a center on one of the corners along with a request to change the zone. The Commission can approve a Conditional Use Permit for the center with a number of special conditions including an expiration date for starting the development.

(2) Other Development Plans

The State Planning and Zoning Law establishes the enabling legislation for the preparation and adoption of the specific Development Plans. This law provides that a Development Plan may include the following:

- (a) Regulations limiting the location of buildings and other improvements with respect to existing or planned rights-of-way. (This would consist of a map which establishes the required setback from existing and proposed streets).
- (b) Regulations of the use of land and buildings, the height and bulk of buildings and the open space about buildings.
- (c) Street and highway naming and numbering plans.
- (d) Such other matters which will accomplish the purpose of good planning procedure and administration and ensure the execution of the General Plan.

The Development Plan thus can be utilized as a practical means of ensuring that development will conform to reasonable lot area standards in those locations where property ownership is fragmented.

Development Plans are adopted in the same manner as the General Plan. One public hearing is required before the Planning Commission, and one hearing must be held before the City Council. Notices of time and place

for both are required 10 days prior to the hearing. The Planning Commission may approve the plan by resolution and transmit their recommendations to the Council. The Council adopts the plan by either resolution or ordinance.

The City may establish administrative rules and procedures for the application and enforcement of Development Plans and regulations (zoning) and may assign such administrative functions, powers and duties to the City Planning Department.

No street shall be improved and no sewers or connections of other improvements shall be laid in any street or any area for which a specific development plan has been adopted until the plans have been submitted to the Planning Commission for review as to conformity of the proposals with the adopted specific plan.

(3) Development Program for Capital Improvements

One of the most important tools for implementing the General Plan is a program for capital improvements.

California State Planning Act assigns to the Planning Commission the responsibility of preparing, at least five months before the start of the fiscal year, a list of the proposed public works recommended for planning, initiation or construction during the ensuing fiscal year. The Commission should review the recommendations of the various departments and, weighing each proposal against the General Plan, submit a list of project priorities and recommendations on methods of financing each project. The Planning Commission should not be limited by the recommendations of the departments. It should initiate suggestions for projects based upon its experiences in administering the General Plan.

It is, of course, the responsibility of the City Manager to make the final determination as to which projects, and in what order, will be included in the fiscal budget for submission to the City Council. While recognizing that over a period of time, priorities may change, it is recommended that a system of budgeting capital improvements over a substantial period of time be initiated. The time period might be as short as five years or as long as ten years. The time period is less important than the idea of systematically planning for the implementation of needed community improvements.

(4) Other Development Programs

Development Programs should also be prepared and adopted to implement policies related to human resources development, housing conservation, and other aspects of community concern.

(5) Subdivision Regulations

The Fillmore Municipal Code contains the regulations for the subdivision of currently vacant land within the City. These regulations are set forth fulfilling the requirements of the Subdivision Map Act of the State of California which states that each city shall "adopt an ordinance regulating and controlling the design and improvement of subdivisions."

Enforcement of the subdivision regulations assures that the ultimate user will find adequate streets and access, adequate public facilities, and a sound relationship between his property and other properties. The minimum area and dimensions of property are set forth in the Zoning Ordinance.

The subdivision and zoning regulations should be designed to allow for innovative techniques in residential development as discussed in the residential element of the General Plan.

The subdivision regulations are most important in their application in the southern portions of the planning area where the number of large parcels of vacant land is quite significant.

(6) Community Design

The process of recognizing projects, formulating objectives and principles, and developing plans and policies to achieve improvement seem slow and difficult. The most difficult phase, however, is the effectuation, detailing the plans and finding the public support and money to carry out the proposals.

The following implementation measures are recommended:

Develop detailed street tree planting plan for all streets with priority for proposed parkway system and program to accomplish it. HUD Urban Beautification funds are a potential source. Private efforts and groups efforts should be welcomed, encouraged and coordinated.

Undergrounding Utilities. This is a primary factor in the improvement of community appearance. It needs continuous planning, negotiation and coordination.

Develop coordinated design for graphics, street furniture and other "image makers", with consultant help as needed. This need not take long or be very costly. The results will be apparent quickly in some cases. Some items, standards and specifications can be implemented by administrative decision while others will need assistance from the Planning Commission and City Council. Traffic sign design requires consultation with State Highway officials.

Review zoning, subdivision and sign ordinances for changes needed to carry out the recommendations of this element of the Plan. Provision of supplementary guidelines and "good examples" will help to conform with the City's objectives.

(7) Current Planning Administration

Current Planning Administration deals with the daily review, interpretation and enforcement of all of the above implementation plans and programs. Careful attention should, therefore, be given to this part of the Implementation process.

(8) Other Techniques

(a) Coordination

The communication between the City and other public agencies concerned with the development process should be continuous. The Planning Department, by keeping the land use inventory and other growth records up to date, can keep the local school board, the public utility companies, and other governmental agencies informed on the directions of growth and on the changes taking place within the community. This information should be available to the county and other interested public and private agencies. In return these agencies should keep the city informed on the types of development that are being contemplated in their jurisdictions and how such activities will affect the City.

Coordination should include working with:

- (1) Officials of the state on future highway projects being considered within and adjacent to the community.
- (2) Officials of Ventura County for compatible development of the County regulated portions of the planning area, and for a coordinated approach to projects which have regional significance.
- (3) Officials of Ventura County to assure a compatible relationship between the land uses and continuity in the circulation systems and the appropriate location of other community facilities.
- (4) Officials of the school districts so that future shifts in land use and population distribution can be incorporated into their future building plans. School authorities can assist the Planning Department by advising them of those new techniques for developing school plants that can be incorporated into the General Plan in order to keep it as current as possible.

(b) Citizens' Committees

Citizens' committees have played an important role in the planning process within Fillmore. It is recommended that citizens' committee activities be encouraged and expanded so that the General Plan and all development programs can be based on maximum involvement and true reflections of the aspirations of the citizens.

ALTERNATIVE FINANCING METHODS

The following describes a number of alternative financing methods which may be considered during the implementation phase.

Several alternatives exist for financing the implementation of the traffic, urban design, and land use recommendations presented in this report. The available financing methods can be segregated into those which apply to all of the proposed improvements, or any combination thereof, and to those which have special application to one or more individual projects only. Following, is a discussion of the available financing methods and the applications of each with respect to the proposed improvements.

Financing Methods Applicable to All Improvements

Accumulation of Capital Funds

The accumulation of capital funds, commonly called "pay-as-you-go" financing, or cash, could theoretically be used to pay for the implementation of any or all of the improvements proposed in this report. Providing that the City had sufficient liquid resources available at the time of project implementation, several advantages would result:

- (1) There would be notable issuance costs or interest costs associated with financing the improvements.
- (2) The City's borrowing capacity would be retained for periods of greater need.
- (3) The City would have greater flexibility in period of economic adversity since it would not be burdened with fixed outlays for debt repayment.

There are several arguments against the use of pay-as-you-go financing with respect to the proposed improvements including:

- (1) The implementation of improvements could be postponed for an indefinite period until resources were available.
- (2) The citizens of Fillmore would be deprived of the benefits of the improvements during the cash accumulation period.
- (3) The cost of the recommended improvements would most likely increase during the capital formation years.
- (4) Since the improvements will be used over a period of years, it can be argued that an equitable method of apportioning their cost is to charge the taxpayers who will receive benefit during the useful life of such improvements.

In reviewing the recommended improvements, it appears that those which could be best financed by the accumulation of capital funds are those requiring nominal outlays, such as the further monitoring of traffic conditions in Fillmore and/or modest landscaping or sign improvements which do not comprise a portion of a major project to be financed through another means.

General Obligation Bonds

General obligations bonds are most generally used by cities in California to raise funds for any purpose which might be considered to be of general benefit to the City as a whole. The issuance of such bonds must be approved by at least two-thirds of those voting at an election called for the purpose of authorizing the bonds.

At the time of issuance, the aggregate amount of such bonds, together with any other issues of general obligation bonds then outstanding, may not exceed 15 percent of the assessed valuation of all taxable property in the City as shown by the latest equalized assessment rolls. The City of Fillmore currently has no bonded indebtedness. Its 1978-79 assessed valuation is 22,010,956. Applying the 15 percent bonding limit to the 1978-79 assessed valuation indicates that the City could legally issue an additional 3,301,643 of general obligation bonds. As the City's assessed valuation continues to grow, so will its general obligation capacity.

The general obligation bonds and the interest thereon are secured by and payable from ad valorem taxes levied without limitation as to rate of amount against all taxable property in the City. The City could pay all or a portion of the annual bond principal and interest from sources other than property taxation if available, and in numerous instances, particularly where cities own revenue-producing projects, this has been done.

The principal advantages of financing by the issuance of general obligation bonds in comparison to other types of debt instruments include:

- (1) Lower interest costs.
- (2) Lower annual charges to pay principal and interest (no coverage requirement) .
- (3) Means by which annual costs of bond service may be raised in a more equitable manner (part by taxation and part from revenue-producing projects) .
- (4) The total cost of the proposed land use, urban design, and traffic improvements could be financed by a single general obligation bond authorization which would be sold in successive series to coincide with project timing.

Possible disadvantages are:

- (1) The requirement for a two-thirds majority vote to authorize the bonds.
- (2) The City's bonding capacity would be partially utilized to finance improvements which may not be of equal benefit to all taxpayers.
- (3) The City may wish to retain its bonding capacity for other types of capital improvement projects.

Since many of the land use and urban design recommendations would provide the most benefit to the merchants and residents in the downtown area, the use of general obligation bonds to finance such improvements would not be the most equitable. Sidewalks, street paving, lighting, and the recommended parking improvements would also provide more local than City-wide benefit. General traffic improvements, however, such as signals, street widening, and median alterations designed to improve the flow of traffic, are typically of general benefit. Such overall traffic improvements, however, can also be financed through other means as discussed in the following pages.

Financing Land Use and Urban Design Improvements
Parking and Business Improvement Area Law of 1965
(Streets and Highways Code, Section 36000 Et. Seq.)

This Act provides a means whereby a City may, in addition to its general business license tax applicable throughout the City, levy an additional license tax solely on businesses located within a limited area of the City which will receive special benefit from the purposes for which the proceeds of the additional tax may be expended. Formation of a parking and business improvement area is initiated by a resolution of the City Council; a public hearing is held, after which an ordinance is adopted which describes the boundaries of the area, the amount of rate of the additional tax, and the purposes for which the proceeds may be used. The additional tax may be a blanket increase equally applicable to all businesses in the area, or it may vary depending on the type of business or some other equitable basis. To encourage the location of additional businesses, the Act provides that the additional tax may be waived for one year on any new business established in the area.

Authorized uses of revenues from the additional business license tax are the acquisition, construction, or maintenance of parking facilities for the benefit of the area, beautification of public places, and business promotion. Depending

on the revenues that might be produced by the tax, this Act may provide a supplemental source of financing for the recommended parking improvements in conjunction with one of the other methods of financing discussed, or it could be used to meet the maintenance and operation costs of the parking facilities. The proposed landscaping included in the urban design recommendations are examples of improvements that may be funded under the Parking and Business Improvement Area Law of 1965. These are less costly than many other recommended improvements and the necessary funds could be accumulated more rapidly from the increased tax. It should be indicated, however, that this Act does not provide a method whereby parking facilities or other authorized improvements may be presently financed by the issuance of bonds or other indebtedness payable from business license taxes levied and collected in future years.

Tax Allocation Financing

In essence, the California tax allocation procedure provides that the benefits derived from redevelopment in the form of increased tax receipts from the higher assessed valuations may be used to repay the costs of redevelopment or the costs of certain public facilities of benefit to a redevelopment project. When a redevelopment plan is formally adopted, the assessed valuation is frozen for taxing purposes, and all taxes levied against an assessed valuation equivalent to (or during any property acquisition phase, less than) the frozen base continue to be paid to the respective taxing agencies. When valuations rise above the base, as a result of new improvements and redevelopment, taxes levied against the incremental assessed valuations are allocated to the local redevelopment agency to repay any loans, advances, or indebtedness incurred on behalf of a particular project.

More specifically, the tax increment income generated by a redevelopment project may be pledged directly to the payment of obligations of the agency (i.e., tax allocation bonds), or to the City in instances where public facilities have either been provided by the local community or by some other public corporation which leases the facilities to the community. After all costs, obligations, or indebtedness have been retired, the allocation of the incremental taxes ceases and the total tax levy reverts to the local taxing agencies in the normal manner. This procedure does not involve the levy of any additional taxes, but provides that revenues produced by the tax rates in effect from year-to-year will be apportioned to the entities levying the taxes and to the redevelopment agency on the basis described above.

Community Development Block Grant Funds

The Housing and Redevelopment Act of 1974 (amended 1976) provides Federal grant assistance for qualifying City improvements. Such grants consist

of a 100 percent contribution to pay the costs of projects which are approved as to "program content." Qualifying projects include, but are not limited to, public works, parks housing rehabilitation, preservation of historical structures, and construction of facilities to aid the handicapped.

In the case of Cities such as Fillmore which have a population of less than 50,000 persons but comprise a portion of an "urban" county (i.e., a County having an aggregate of at least 200,000 residents living in unincorporated areas and in Cities of less than 50,000 population), the application for Community Development Block Grants is made through a cooperative arrangement with the County. Applications are then routed to the Department of Housing and Urban Development where a decision is typically made within 75 days. Although it cannot be determined which of the proposed land use and urban design improvements would, or would not, qualify for such grant assistance, it appears that the recommended improvements for housing rehabilitation and the upgrading of the downtown appear to be within the acceptable "program content" criteria.

Property Owner/Commercial Tenant Financing

Several of the land use and urban design recommendations suggest improving the exterior appearance and/or usage of structures located along Central Avenue. Financing the improvement and modernization of private property is essentially an individual responsibility. As a general rule, public funds cannot be used for private purposes, nor can the credit of a municipality secure a private obligation. The extent and architectural compatibility of any improvement to privately-owned structures would be virtually dependent upon the financial capacity and personal inclination of the property owners and commercial tenants situated in the downtown area. While it may be possible to establish a system of architectural standards and conversion procedures through formation of an association, cooperative, or non-profit corporation, any such organization would have difficulty in providing the magnitude of financing required through available channels. Consequently, the "facelifting", restoration, and conversion of structures in the study area may have to be accomplished through the individual effort, cooperation, and resources of the Fillmore central business district community.

Financing Traffic and Street Improvements Gas Tax Funds

The State of California Streets and Highways Code provides for the apportionment of State gas tax revenues to Cities and Counties for the administration, engineering, right-of-way acquisition, construction, and maintenance of local streets and roads in accordance with the following sections of the code:

- (1) Section 2106 -- Each month, the net revenue derived from one and four one-hundredths cents (\$0.0104) per gallon of gasoline taxed under the Motor Vehicle Fuel License Tax Law is apportioned from the Highway Users Tax Fund among the Cities and Counties of California. Each City receives a base sum of \$400 plus an amount determined by such apportionment factors as motor vehicle registrations, assessed valuation, and population. Such funds may be used for construction and right-of-way acquisition on both select and minor City streets and/or maintenance of select City streets. The City of Fillmore's Annual Budget for Fiscal Year 1978-79 reports that revenues under this section are estimated to be 44,989.
- (2) Section 2107 -- Each month, an amount equal to 72.5 percent of one cent (\$0.00725) per gallon taxed under the Motor Vehicle Fuel License Tax Law is apportioned to the Cities and Counties of California from the Highway Users Tax Fund. Such funds are apportioned on the basis of population and may be used for any street purpose by the receiving agency. The estimated 1978-79 apportionment of such funds to the City of Fillmore is 37,745.
- (3) Section 2107.5 -- In addition to the monthly amounts apportioned under the preceding sections, each City receives an allotment of funds each July which is to be expended exclusively for the administration and engineering of City streets. This apportionment is a fixed dollar amount determined by population. The City of Fillmore's allocation under this section is estimated to be 2,000 for the current fiscal year.

The City of Fillmore's Annual Budget for Fiscal year 1978-79 reports that an estimated 84,734 will be received under the three gas tax apportionments. The City has a carry-over of 353,590 from previous years providing for a total of 438,324 that could be expended on projects.

The use of gas tax revenues is a sound method for financing the implementation of such general-benefit improvements as traffic signals, street widening, turning lanes, signs, and median alterations. While moneys to finance these improvements do not appear to be available during the current fiscal year, the City of Fillmore could establish a priority schedule for allocating these funds to finance the recommended improvements over subsequent fiscal years.

Special Assessment Financing

Assessment proceedings are designed to finance improvements which benefit a particular area within a City. Some examples of the types of work that are normally undertaken by assessment proceedings are: street paving, sidewalks, curbs, gutters, sewers, water lines, street lighting, and off-street parking facilities. Under all assessment proceedings, the cost of the work is assessed against properties within the area. The assessments are levied in specific amounts against each of the individual properties on the basis of the benefit each one receives. The property owner may pay the assessment in each during a so-called cash collection period; but, in most instances, bonds are issued to represent any assessments which are not paid during the collection period.

There are a number of acts under which assessment proceedings may be taken and bonds may be issued. The Improvement Act of 1911 is a widely used example.

When the assessment proceedings are taken under this act, the contractor who bids for the improvement work assumes the liability of accepting an assessment warrant at the outset of the project instead of cash payments. The assessments do not become payable until the project is completed and the contractor must accept the bonds issued for unpaid assessments. Consequently, the construction bid normally is increased to allow for the contractor's interest cost during the construction period. The bid may also allow for a discount on any bonds to be issued. Before a contractor submits a bid for the construction work, he normally contacts a dealer in special assessment bonds and obtains a commitment for the assessment warrants and whatever discount is allowed in such commitment is reflected in his bid on the construction work.

The 1911 Act also contains provisions for the issuance of bonds to represent unpaid assessments. Under this Act, the individual assessments levied against benefited properties are represented by bonds which are secured solely by a lien on the particular property for which the bond was issued. The holder of a 1911 Act bond has the right to foreclose the property in the event of prolonged delinquency and the issuing City merely acts as an agent for the bondholder in collecting the installments of the assessments and has no liability in connection with the bonds.

The Improvement Bond Act of 1915 provides an alternative procedure for the issuance of bonds but has no provisions for levying assessments. Under this Act, there is no one bond constituting a lien against a specific property.

Instead, serial bonds are issued to represent all of the unpaid assessments. The individual assessments are collected in installments on the regular tax rolls at the same time as general taxes. However, in the event of delinquencies in assessment installments, there is a contingent liability on the part of the City to levy an ad valorem tax on the entire City in an amount not to exceed 10 cents per \$100 assessed valuation to provide funds to offset such delinquencies. This means that in using the 1915 Act, the assessment bond may be strengthened by reason of the City's contingent liability. Therefore, some agencies use the 1915 Act instead of the 1911 Act because the bonds can usually be sold on more favorable terms. However, the effect on the interest rate will depend on the ratio of the potential revenues from the 10 cent tax levy to annual bond service.

A procedural Act, known as the Municipal Improvement Act of 1913, may be used to create assessments which will be evidenced by bonds issued under either the 1911 Act or the 1915 Act. This Act provides that an assessment may be levied against benefited properties in an estimated amount prior to the time that the improvement work is actually done. After the assessment is levied, the usual 30-day cash collection period occurs, following which the bonds representing unpaid assessments are sold and the proceeds used to make cash progress payments to the contractor during the construction. It is generally believed that this type of proceeding results in lower financing costs. However, it must be remembered that under the 1913 Act, interest begins to accrue on the assessment bonds upon expiration of the cash collection period, which is before the improvement work is done; whereas, under the 1911 Act proceedings, interest does not begin to accrue until after the work is done. On the other hand, an allowance for interest during construction is usually included in the contractor's bid under the 1911 Act proceedings.

In all types of assessment proceedings, no election is required, but there is a series of hearings at which a majority protest may stop the proceedings unless it can be shown that the project is required to eliminate a health hazard.

Debt Limit Act

All Cities, except charter Cities, must follow the provisions of the Special Assessment Investigation, Limitation, and Majority Protest Act of 1931, often called the Debt Limit Act of the 1931 Act, except in the case of assessments for sanitary sewers or storm drains needed to eliminate a health hazard or sidewalks required for the safety of school children.

Full compliance with the Act can also be avoided if a petition is signed by owners of more than 60 percent of the property to be assessed or if the City mails postcards, with return cards attached, to the owners of all property to

be assessed and the owners of less than 15 percent of the area to be assessed demand the proceedings.

Full compliance with the Act is not particularly difficult, but it does require additional time and expense.

The City Council adopts a resolution calling for a report showing the proposed work (detailed plans and specifications are not required), estimated costs, the assessed valuation of each property to be assessed, and of the assessment district as a whole, the amount to be assessed against each property and the amount of any unpaid prior assessment against each property.

Following the receipt of the report, the City Council adopts a resolution fixing the time and place for a hearing. Notice of the hearing must be mailed to the owners of all property to be assessed at least 30 days prior to the hearing. If the owners of more than half of the area to be assessed file protests, the proceedings must be abandoned; and no new proceedings can be taken until after one year.

The Act also provides that the amount to be assessed against any one parcel of property plus the amount of any prior unpaid assessments cannot exceed the assessed value of the land, but allows this limitation to be waived by a four-fifths vote of the City Council. However, preparation of the list of prior assessments and the assessed valuation of each parcel does add to the expense of the proceedings.

Following is a summary of the principal features of 1911 Act and 1915 Act Assessment Bonds:

1911 Act Bond

1. Each bond is a direct lien against a specific piece of property.
2. Each bond amount is equal to unpaid assessment for a specific piece of property.

1915 Act Bond

1. Each bond is a debt against the City as a whole and not a lien against a specific piece of property.
2. Bonds are serial bonds and are issued in even denominations (e.g., \$1,000 or \$5,000) and do not represent individual assessments.

1911 Act Bond

3. Matures in equal annual installments of principal.
4. Maximum legal term of bonds is 8 percent.
5. Maximum legal term of bonds is 25 years, although rarely issued to mature over 15 years
6. City Treasurer bills property owner for principal and interest installments as they become due and collects payments.
7. City Treasurer remits only collections of principal and interest received to bondholders. If a collection is not made (i.e., delinquent), the bondholder does not get paid.
8. Penalties on delinquent assessments are 1 percent per month against the amount overdue.
9. Bondholders institute foreclosure proceedings on delinquent assessments; with City Treasurer responsible to conduct foreclosure proceedings and public auction.
10. No City liability for delinquent assessments.

1915 Act Bond

3. Matures in either equal annual installments of principal or in approximately equal annual payments of principal and interest.
4. Maximum legal rate of interest is 8 percent.
5. Maximum legal term of bonds is 40 years, but normally issued to mature over 25 years.
6. Assessment liens are collected by the County on the regular tax bill at the same time and in the same manner as property taxes and then forwarded to the City.
7. Bondholders are paid total maturities regardless of delinquencies on assessments.
8. Penalties on delinquent assessments are the same as those for property taxes.
9. County handles foreclosures on delinquencies and City must purchase delinquent property for amount of delinquent assessments; if there are not other bidders, City may initiate foreclosure.
10. The Act provides that a tax levy of up to 10 cents per \$100 assessed valuation may be levied by the City (upon the entire City) to provide funds to pay annual principal and interest installments for delinquent assessments if no other funds are available.

Lighting Maintenance District Financing

Lighting improvements could be financed through creation of a street lighting district which would issue bonds.

Financing Parking Facilities

Vehicle Parking District Law of 1943 (Streets and Highways Code, Section 31500 Et Seq.)

Parking may be provided under a number of statutes, each of which differs from the others in various legal and financial provisions. The Vehicle Parking District Law of 1943 provides a means of acquiring and developing parking facilities through formation of an assessment district. The boundaries of the district are established in a petition to the City Council signed by owners of at least 50 percent of the assessed valuation of land in the proposed district, representing over one-half of the land area. After a public hearing, benefited property within the district is assessed for the cost of acquisition and improvement. The Act contains provisions by which part or all of the principal of the assessments can be paid from parking revenues, but the basic security under which the financing is accomplished is a fixed lien on benefited property. Costs are assessed against property in proportion to benefit, and a specific assessment is made against each parcel of land in the district.

Under the 1943 Act, each property owner has the right to pay his assessment in cash within 30 days after the assessment has been confirmed. Assessments which remain unpaid after this 30-day cash collection period are then evidenced by bonds, the term of which may not exceed 25 years. The total of all assessments may not exceed 50 percent of the assessed valuation of all assessable land and improvements within the district, if the petition for district is signed by owners of not less than 60 percent of the total assessed value of all lands (excluding improvements) in the district, representing more than one-half of the land area. If the petition is signed by less than 60 percent of the property owners, but at least 51 percent as described in the preceding paragraph, the total assessment is limited to 50 percent of the assessed value of land only.

As previously indicated, each parcel in the district would be assessed a specific portion of the total assessment according to the benefit received. The assessment may be spread in any one of a number of methods or a combination of methods.

Common methods of spreading assessments for parking facilities are on the basis of front footage, square feet of floor space, proximity to the parking facilities, or assessed valuation. The formula for making an equitable assessment varies in every instance and can be determined only after boundaries of the district have been determined and the magnitude of the project defined. Consequently, it is not possible at this time to estimate the cost of the recommended parking facilities to individual property owners since the assessment basis is as yet undefined. In addition, if parking charges were established, the revenues could be used to offset a portion of the individual assessments.

The 1943 Act has been widely used for providing public off-street parking facilities in retail areas because it places the cost burden directly upon the business properties which are specifically benefited. Many Cities have found the 1943 Act desirable since the cost of providing the parking facilities is financed by assessment rather than by parking revenues, thereby making free parking available or providing parking at very low rates. This feature is important where a City is competing with large shopping centers.

The Vehicle Parking District Law of 1943 provides a feasible method of financing off-street parking in Fillmore. As assessed valuation increased, additional financing capacity would become available. For the purpose of acquiring additional parking facilities, the Act permits the City to levy a tax within the district in the maximum amount of 25 cents per \$100 assessed valuation of land and improvements. Proceeds from this tax levy may be accumulated to make a lump sum payment or may be applied toward payments under a contract of purchase which may run for a period not exceeding 25 years. Additional parking facilities may also be acquired by lease or lease with option to purchase. If rates and charges for parking are established, revenues from this source may be applied to the acquisition of additional off-street parking instead of, or in addition to, the tax levy.

Park District Law of 1951 (Streets and Highways Code Section 35100, Et Seq.)

While bonds issued pursuant to the 1943 Act, discussed above, are primarily secured by assessments, the Parking District Law of 1951 establishes a procedure under which a benefit district is formed and a parking program is financed by bonds secured by parking revenues and a limited annual assessment on taxable real property in the district. Formation of a district is initiated by a petition of property owners within the proposed district.

Under the provisions of the 1951 Act, revenues from three sources can be pledged to the security of the bonds and must be specified in the petition for formation. The sources are:

- (1) Gross or net revenues from the off-street parking facilities.
- (2) All or a portion of net parking meter revenues from designated street meters in the district, if any.
- (3) Proceeds from an annual ad valorem assessment limited to a maximum of 75 cents per \$100 assessed valuation on all taxable land and improvements in the district.

The two principal advantages in using this Act are that the bonds issued to finance the parking facilities are primarily supported from parking revenues, while the property owner is assured that his annual assessment cannot exceed a predetermined maximum, and there is no statutory limitation on the amount of bonds that may be issued.

Since the likelihood of providing sufficient parking revenues appears unlikely, due to the nature and location of the proposed parking facilities, no further consideration will be given to this alternative in this report.

Parking Law of 1949 (Streets and Highways Code, Section 32500 Et Seq.)

In many respects, the financing provisions of the Parking Law of 1949 are similar to the 1951 Act, with the principal difference being the security for bonds issued under the respective statutes. Bonds issued pursuant to the 1949 Act are primarily secured by parking or lease rental revenues; no provision is made for the levy of an assessment or tax to supplement such revenues. Consequently, the drawbacks associated with financing under the 1951 Act would, in most cases, be equally applicable to the Parking Law of 1949.

There are, however, important features of the 1949 Act that might have a bearing on the development of a financing plan for parking improvements in Fillmore. This Act does not establish a special district such as the 1943 and 1951 Acts, but provides that a separate five-member parking authority of the City may do all things necessary to provide parking.

The authority is activated by resolution of the City Council and thereafter functions as a public entity separate from the City. Bonds issued by the authority do not constitute an indebtedness of the City, thereby preserving the City's bonding capacity for other purposes.

The Act permits the issuance of revenue bonds by the authority without a vote, if the proposed parking facilities are to be leased to the City and bond facility is to be met from rentals paid by the City under the lease. The parking facility lease would require the City to make annual appropriations in its budget for the required rental, and payments would be made from the general fund or any other source of funds which is not restricted.

Since the basic source of rental payments is considered to be the general taxing power of the City, it is not necessary to guarantee that a pledged source of funds will exceed bond service requirements by a stipulated percentage, as would be the case if the bonds were directly secured by parking revenues. In actual practice, the City may apply parking revenues to all or any portion of the annual lease payment to the authority, thus reducing or eliminating the need for resorting to the City's taxing power. However, legislation enacted by the California legislature places limits on a City's general fund tax rate; and this could affect the City's ability to meet annual rent payments. Other sources of funds which may be applied toward lease payments are increased sales tax revenues that might conceivably be generated in the central business district and increased business license fees which could be levied against the commercial establishments receiving the most benefit from the additional parking facilities. The earlier description of the Parking and Business Improvement Area Law of 1965 under "Financing Land Use and Urban Design Improvements" contained a more detailed discussion of revenues available from increased business license fees.

APPENDIX

The information assembled in this appendix represents much of the demographic data used in drafting the policies and implementations outlined in the Housing Section of Fillmore's Plan for the Living Environment. Included in the appendix is a summary table of Fillmore's Housing Needs Analysis as presented by SCAC in the preparation of its regional "Fair Share Allocation" Plan, Fillmore's Housing Assistance Plan, listings of available housing programs, a time table for Housing Element completion and various statistical and demographic information.

TO: THE FILLMORE PLANNING COMMISSION

FROM: CONSULTANT

SUBJECT: HOUSING ELEMENT

The consultants have worked on Fillmore's Housing Element according to the revised State Housing Element Guidelines as adopted by the Department of Housing and Community Development on November 17, 1977.

The work was conducted in several stages, including researching and editing accumulated housing information, obtaining general as well as specific input from members of the housing industry and general market and conducting a number of workshop sessions with the Planning Commission and Citizens Advisory Committee.

An important part of this process was the informed participation of all related City staff and commissions as well as that of the Fillmore community.

As a basis for addressing the housing problem, certain goals were identified, policies were formulated that reflect community attitudes and values toward these goals and, ultimately, programs designed to implement the City's housing policies.

As part of the newly adopted State Guidelines, certain demographic information will serve as indicators in assessing the housing situation. Taken from Article 3, Section 6438 of the guidelines, they are:

- (a) Prospective need for market-rate housing over a five year period--such estimate to take into account:
 - (1) Expected new household formation.
 - (2) Adjustments in the housing preferences of resident households.
 - (3) Anticipated population growth.
 - (4) Expected growth in employment opportunities.

- (5) Such other factors as the locality deems appropriate. Where the locality accepts a fair share allocation covering market-rate as well as nonmarket-rate housing need, independent local evaluation of prospective market-rate housing need is optional.
- (b) Immediate housing needs analyzed in terms of:
 - (1) Affordability -- the number of very low and lower income households occupying units at a cost greater than 25% of gross household income.
 - (2) Overcrowding -- the number of housing units with 1.01 or more persons per room.
 - (3) Suitability/habitability -- the number of households living in housing needing rehabilitation or replacement.
 - (4) Special needs -- attention to the special needs of large families, minority households, the elderly, the handicapped, and persons displaced as a result of public activities, and others as the locality deems appropriate.

Each topic, or combination of related items were covered in a series of statistical reports which were reviewed by various citizens during study sessions held by the Planning Commission. Each participating body should be familiar with the demographics.

Whereas most cities are relying upon outdated 1970 federal census data and extrapolations thereof to define their housing needs, Fillmore is fortunate in having available the information collected during the 1975 Special Census, the city-wide structural condition survey conducted in 1978 as well as other relevant studies. These sources will provide a more realistic picture of the present housing situation and should serve as a reliable data base for any projection estimates that will be made.

In addition to the analysis of statistical information was the consideration of current Land Use and General Plan policy as it applies to residential densities.

Items (1) Expected new household formation and (3) Anticipated growth will serve as inter-dependent quantitative directors of housing policies as they relate to future growth.

The existing General Plan provides for a population in excess of 14,500 people. The results of current studies on the realistic capacities of the hillsides for residential development and the expansion possibilities of housing in the Flat Area will both have an impact on this figure.

TO: FILLMORE PLANNING COMMISSION

FROM: CONSULTANT

SUBJECT: POPULATION AND HOUSING PROJECTIONS FOR FILLMORE'S
HOUSING ELEMENT

Population and new household formation projections are interdependent variables which will serve to define the expected parameters of Fillmore's demographic growth. It is the purpose of this report to introduce the first of the numerical information specified by the adopted State Housing Element Guidelines and present some working figures for the projection of new housing units and population.

POPULATION PROJECTIONS - PAST AND PRESENT

An Environmental Impact Report prepared on Fillmore's proposed amended General Plan indicates an eventual population between 11,399 - 12,946 which appears to be a realistic estimation of the City's holding capacity.

Most of the attention has been directed toward development of more readily available flat lands.

The proposed plan, as summarized in the EIR, provides for flat land and hillside development at a lower density than the present General Plan.

Current proposals relating the development of the hillsides and flat land would cut past population projections. The typical density of development in the hillsides would be 1 dwelling unit per 1.5 acres.

A number of factors such as trends in household size, vacancy and zoning changes can make an impact on any demographic figure. However, for purposes of our Housing Element, we can make general projections for population and dwelling units as well as give some breakdown as to the housing type and expected pattern of residential growth in Fillmore.

HOUSING ELEMENT PROJECTIONS

It was the recommendation of the consultant that the following general numbers be used for purposes of developing the Housing Element. They have been derived from documentable sources as noted.

EXISTING DWELLING UNITS

2,844 - (1979 State Figures)
43 - (Residential Construction Starts Since 1/78)
2,887 - Total Dwelling Units

CURRENT POPULATION

8,900 - (1979 State Figures)

PROJECTED POPULATION

11,399 to 12,946

1975

Housing Need Analysis

RSA 6

Demand

Fillmore

HOUSEHOLDS	INCOME CATEGORIES	0 - \$3000	\$3000-\$7000	\$7000-\$12000	\$12000-\$16000	\$16000-\$22000	\$22000-\$36000	\$36000 and up	TOTAL
TOTAL HOUSEHOLDS		330	537	559	415	327	100	26	2,382
Large Families		30	56	132	124	98	61	3	504
Elderly		82	187	72	39	21	15	8	424
HOUSE VALUES & RENTS		0 - \$5000 0 - \$75	\$5000-\$14000 \$75-\$165	\$14000-\$20000 \$165-\$230	\$20000-\$27000 \$230-\$280	\$27000-\$37000 \$280-\$365	\$37000-\$60000 \$365-\$500	\$60000 and up \$500 and up	TOTAL
TOTAL HOUSEHOLDS		330	537	559	415	327	100	26	2,382
VACANCY ALLOWANCE		0	0	28	21	16	9	1	75
TOTAL HOUSING DEMAND		330	537	587	436	343	197	27	2,457

Supply

EXISTING UNITS

NEEDING REPLACEMENT

SOUND or REHABABLE UNITS

Need

EXISTING NEED (Demand - Supply)

FAIR SHARE ALLOCATION

1975 ADJUSTED NEED

SUITABLE FOR REHAB.

165	581	491	333	644	227	41	2,482
155	102	27	0	0	0	0	284
10	479	464	333	644	227	41	2,198
320	58	123	103	-301	-30	-14	259
320	58	123	103	-301	-30	-14	259
0	195	95	81	0	0	0	371

1975-80 Projected Additional Need

1980 HOUSING DEMAND

1975 SUPPLY

1975-'80 NEED

1975-'80 ADJUSTED NEED

385	627	686	509	401	230	32	2,870
10	479	464	333	644	227	41	2,198
375	148	222	176	-243	3	-9	672
375	148	222	176	-243	3	-9	672

1975 Supply

RSA 6

Fillmore

HOUSE VALUES & RENTS	0 - \$5000 0 - \$75	\$5000-\$14000 \$75-\$165	\$14000-\$20000 \$165-\$230	\$20000-\$27000 \$230-\$280	\$27000-\$37000 \$280-\$365	\$37000-\$60000 \$365-\$500	\$60000 and up \$500 and up	TOTAL
EXISTING UNITS	165	581	491	333	644	227	41	2,482
Ownership	25	202	306	243	638	221	41	1,756
Rental	140	299	185	90	6	6	0	726
NEEDING REPLACEMENT	155	102	27	0	0	0	0	284
Ownership	15	91	27	0	0	0	0	133
Rental	140	11	0	0	0	0	0	151
SOUND or REHABABLE UNITS	10	479	464	333	644	227	41	2,198
Ownership	10	191	279	243	538	221	41	1,623
Rental	0	288	185	90	6	6	0	525
SUITABLE FOR REHAB.	0	195	95	81	0	0	0	371
Ownership	0	18	80	81	0	0	0	179
Rental	0	177	15	0	0	0	0	192

HOUSING ASSISTANCE PROGRAMS

- SECTION 8In essence, Section 8 is three separate programs:
1. Rental Subsidy for low income.
 2. New Construction.
 3. Substantial Rehabilitation.
- SECTION 106 (b)Seed Money Loans to cover 80% cost of construction for low-moderate income housing.
- SECTION 23.....Rental Assistance - Basically replaced by Section 8 (1).
- SECTION 202.....Direct Loans for Elderly or Handicapped Housing.
- SECTION 203 (b) and (i)One to Four Family Home Mortgage Insurance.
- SECTION 207.....Same as above for mobile homes.
- SECTION 213.....Federal Mortgage Insurance to Finance Cooperative Housing.
- SECTION 220.....Urban Renewal and Code Enforcement Loans.
- SECTION 221 (d) (2)Homeownership for Low-Moderate Persons Displaced by Government Action.
- SECTION 221 (d) (3) and (4) ...Multi-Family Rental Housing for Low-Moderate Income.
- SECTION 223 (f)Mortgage Insurance for Existing Multi-Family Rentals.
- SECTION 231.....Same as above for elderly and handicapped.
- SECTION 232.....Same as above for nursing and intermediate care facilities.

- SECTION 234.....Mortgage Insurance for the purchase of condominiums.
- SECTION 235.....Homeownership Assistance for Low and Moderate Income.
- SECTION 236.....Rental and Cooperative Housing Assistance for Low-Income Families.
- SECTION 237.....Mortgage Insurance for Poor Credit Risks.
- SECTION 245.....Graduated Payment Mortgage.
- SECTION 312.....Low Interest Rehabilitation Loans.

The City of Fillmore can also provide an incentive for the construction of low-moderate cost units through zoning and development flexibility in certain areas throughout the City.

TO: THE FILLMORE PLANNING COMMISSION

FROM: CONSULTANT

SUBJECT HOUSING ASSISTANCE PLAN

The Housing Assistance Plan is largely a descriptive vehicle which outlines the various housing programs and housing-related activities for the City of Fillmore. Along with the information provided for each of the projects (or ideas for future projects) is a summary of policy, growth projections and program rationale.

The preliminary material has been eliminated from this report as the purpose of this communication is to provide a brief, updated look at the project; and how it has developed, its status and how its implementation relates with day to day staff activity.

Each component of the Housing Assistance Plan is addressed as to where we are at this time and where we are going with current efforts.

WEATHERIZATION OF SUBSTANDARD HOUSING

The existence of substandard houses, in some areas of Fillmore, has long been recognized as a serious problem. There are many homes with broken windows, cracks and openings in roofs and many do not have banking around foundations that are exposed to the air and ground water levels. This project provides a feasible approach to insulating substandard housing, reducing the use and waste of energy and reducing energy costs for low income persons.

The Weatherization and Rehabilitation Model (WARM) would be carried out through the cooperative efforts of a project coordinator/work crew supervisor, who would be responsible for the project, and a five person project advisory committee, which will establish criteria that are necessary for establishing eligible projects.

This project supports neighborhood stabilization and revitalization by improving blighted housing conditions. The project also mitigates potential threats to the health and safety of low income persons.

The Weatherization and Rehabilitation Model (WARM) Project has five main objectives:

- (1) To reduce the amount of energy wasted as a result of infiltration of substandard houses in Fillmore.
- (2) To reduce the impact of high and increasing costs of energy on low income, near-poor, elderly, and minority persons by reducing energy consumption through the weatherization of selected homes.
- (3) To weatherize (i.e., reduce infiltration) 200 low income, owner-occupied, substandard homes for approximately \$400 per home during a one year period.
- (4) To coordinate the project with local community organizations in the target areas to insure community support.
- (5) To identify varied dilapidated homes in need of rehabilitation beyond weatherization for future housing rehabilitation programs under other funding sources.

The General Plan contains an incentive to allow a higher density if it is found there is a need for construction of additional low or moderate income housing. This concept can be implemented with the Adoption of this General Plan.

The City is considering other methods to provide for other housing construction and rehabilitation programs. One method of accomplishing this would be through redevelopment. The City plans to adopt its redevelopment plan in the latter part of 1980.

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM
HOUSING ASSISTANCE PLAN

1. NAME OF APPLICANT

FILLMORE

2. APPLICATION/GRANT NUMBER

B - - - - -

TABLE I - SURVEY OF HOUSING CONDITIONS

3. PERIOD OF APPLICABILITY

FROM: TO:

4.

☐ ORIGINAL

☐ REVISION, DATE _____

☐ AMENDMENT, DATE _____

5. DATE OF SURVEY(S) USED

KEYPUNCH CODE

A

STATUS AND CONDITION
OF ALL HOUSING UNITS

YEAR OF
ESTIMATE

ALL UNITS

TOTAL

SUITABLE FOR
REHABILITATION*

NUMBER OF HOUSING UNITS

OWNER

TOTAL

SUITABLE FOR
REHABILITATION*

RENTER

TOTAL

SUITABLE FOR
REHABILITATION*

(a)

(b)

(c)

(d)

(e)

(f)

(g)

(h)

1. Occupied Units - Total

1978

2555

411

1819

200

736

211

a. Substandard

735

411

352

200

383

211

b. Standard (line 1 minus line 2)

1820

1467

353

0

2. Vacant Available Units - Total

1978

73

4

41

0

32

4

a. Substandard

39

4

17

0

22

4

b. Standard (line 4 minus line 5)

34

24

10

0

3. Housing Stock Available - Total
(sum of lines 1 and 2)

1977

2628

415

1860

200

768

215

4. Standard Housing Stock Available - Total
(sum of lines 3 and 6)

1978

1854

1491

363

0

b. Current Standard Available
Vacancy Rate
(line 6 ÷ line 3)

1978

1.83

1.6

2.8

0

DEFINITIONS, DATA SOURCES, AND METHODS (Attach additional sheets, if necessary, and identify with items above.)

1. Definition of "substandard" used.

2. Definition of "suitable for rehabilitation" used.*

3. Data sources and methods used.

4. Special housing conditions.

* Required only if the applicant proposes rehabilitation as a part of its Housing Strategy and as a goal for housing assistance.

ATTACHMENT - TABLE I - SURVEY OF HOUSING CONDITIONS

- II. A. Substandard Units are defined as units lacking one or more essential plumbing facilities (for exclusive use of the occupants of the units: hot and cold piped water, private toilet, and private shower or bath), or if they are in dilapidated condition (defined by the 1960 Census of Housing as that which does not provide safe and adequate shelter - having one or more critical defects, or having a combination of intermediate defects in sufficient number to require extensive repair or rebuilding, or being of inadequate original construction).
- II. B. Suitable for Rehabilitation is defined as those units which, although substandard, are considered to be economically and physically appropriate for rehabilitation.

This table utilizes 1970 data and is subject to change pending tabulation for 1975 Special Census.

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM
HOUSING ASSISTANCE PLAN

1. NAME OF APPLICANT

FILLMORE

2. APPLICATION/GRANT NUMBER

B

6. DATE OF SURVEY(S) USED

TABLE II-1 -- HOUSING ASSISTANCE NEEDS OF LOWER-INCOME HOUSEHOLDS

3. PERIOD OF APPLICABILITY		4.				6. DATE OF SURVEY(S) USED							
FROM: TO:		<input type="checkbox"/> ORIGINAL <input type="checkbox"/> REVISION, DATE _____ <input type="checkbox"/> AMENDMENT, DATE _____											

STATUS OF HOUSEHOLDS REQUIRING ASSISTANCE	NUMBER OF HOUSEHOLDS											
	ALL HOUSEHOLDS				ALL MINORITY HOUSEHOLDS				ALL FEMALE HEADED HOUSEHOLDS			
	TOTAL	ELDERLY (1-2 persons) and HANDI- CAPPED	SMALL FAMILY (4 or less persons)	LARGE FAMILY (5 or more persons)	TOTAL	ELDERLY (1-2 persons) and HANDI- CAPPED	SMALL FAMILY (4 or less persons)	LARGE FAMILY (5 or more persons)	TOTAL	ELDERLY (1-2 persons) and HANDI- CAPPED	SMALL FAMILY (4 or less persons)	LARGE FAMILY (5 or more persons)
(a)	(b-1)	(b-2)	(b-3)	(b-4)	(c-1)	(c-2)	(c-3)	(c-4)	(d-1)	(d-2)	(d-3)	(d-4)
A Total Owner Households (sum of lines 2 and 3)	350	127(3)	128	96	104	26(1)	25	54	61	24(0)	26	11
Owner Households to be Displaced during the three year program	0	0	0	0	0	0	0	0	0	0	0	0
Owner Households (excluding displaced)	350	127(3)	128	96	104	26(1)	25	54	61	24(0)	26	11
Percentage of Total by Household Type	100%	36 %	37 %	27 %								
B Total Renter Households (sum of lines 6, 7 and 8)	325	124(3)	156	44	81	13(1)	40	28	73	30(1)	34	9
Renter Households to be Displaced during the three year program	0	0	0	0	0	0	0	0	0	0	0	0
Renter Households (excluding displaced)	325	124(3)	156	44	81	13(1)	40	28	73	30(1)	34	9
Households Expected to Reside	0	0	0	0	0	0	0	0				
Percentage of Total by Household Type	100%	38	48 %	14 %								

NARRATIVE (Attach additional sheets, if necessary)

1. Data sources and methods.

2. Special housing needs of lower-income households.

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM
HOUSING ASSISTANCE PLAN

TABLE II-2 -- HOUSING ASSISTANCE NEEDS OF LOWER-INCOME HOUSEHOLDS

3. PERIOD OF APPLICABILITY FROM _____ TO: _____					4. <input type="checkbox"/> ORIGINAL <input type="checkbox"/> REVISION, DATE _____ <input type="checkbox"/> AMENDMENT, DATE _____				1. NAME OF APPLICANT FILLMORE 2. APPLICATION/GRANT NUMBER 1) _____ 2) _____ 3) _____ 4) _____ 5) _____ 6) _____				6. DATE OF SURVEY(S) USED _____ KEYFUNCH CODE 02			
STATUS OF MINORITY HOUSEHOLDS REQUIRING ASSISTANCE					PROVIDE DATA FOR EACH CATEGORY OF MINORITY HOUSEHOLD, AS APPROPRIATE											
					(Check appropriate box) 1. <input type="checkbox"/> Reserved 2. <input checked="" type="checkbox"/> Black, not Hispanic 3. <input type="checkbox"/> American Indian or Alaskan Native 4. <input type="checkbox"/> Hispanic 5. <input type="checkbox"/> Asian or Pacific Islander				(Check appropriate box) 1. <input type="checkbox"/> Reserved 2. <input type="checkbox"/> Black, not Hispanic 3. <input type="checkbox"/> American Indian or Alaskan Native 4. <input checked="" type="checkbox"/> Hispanic 5. <input type="checkbox"/> Asian or Pacific Islander				(Check appropriate box) 1. <input type="checkbox"/> Reserved 2. <input type="checkbox"/> Black, not Hispanic 3. <input checked="" type="checkbox"/> American Indian or Alaskan Native 4. <input type="checkbox"/> Hispanic 5. <input checked="" type="checkbox"/> Asian or Pacific Islander			
					TOTAL	ELDERLY (1-2 persons) and HANDI-CAPPED	SMALL FAMILY (4 or less persons)	LARGE FAMILY (5 or more persons)	TOTAL	ELDERLY (1-2 persons) and HANDI-CAPPED	SMALL FAMILY (4 or less persons)	LARGE FAMILY (5 or more persons)	TOTAL	ELDERLY (1-2 persons) and HANDI-CAPPED	SMALL FAMILY (4 or less persons)	LARGE FAMILY (5 or more persons)
					(f 1)	(f 2)	(f 3)	(f 4)	(g 1)	(g 2)	(g 3)	(g 4)	(h 1)	(h 2)	(h 3)	(h 4)
1	A Total Owner Households (sum of lines 2 and 3)				0	0(0)	0	0	104	26(1)	25	54	0	0(0)	0	0
2	Owner Households to be Displaced during the three year program				0	0	0	0	0	0	0	0	0	0	0	0
3	Owner Households (excluding displaced)				0	0(0)	0	0	104	26(1)	25	54	0	0(0)	0	0
4	B Total Renter Households (sum of lines 5 and 6)				0	0(0)	0	0	81	13(1)	40	28	0	0(0)	0	0
5	Renter Households to be Displaced during the three year program				0	0	0	0	0	0	0	0	0	0	0	0
6	Renter Households (excluding displaced)				0	0(0)	0	0	81	13(1)	40	28	0	0(0)	0	0

DE-MAR-85

TO: THE FILLMORE PLANNING COMMISSION

FROM: CONSULTANT

SUBJECT: BACKGROUND INFORMATION FOR FILLMORE'S HOUSING ELEMENT

The adopted State Housing Element guidelines specify that cities evaluate available numerical data when defining trends in preference of housing type. In addition, we looked at housing needs based on certain economic and social considerations as "need" rather than "preference". This will most likely dictate the conversion and expansion aspects of housing in Fillmore.

Any statistical approach to an interpretive issue is usually influenced by certain assumptions and for purposes of Fillmore's Housing Element, staff is making the following assumptions:

1. Economic People live where they can afford to live. It is likely that a more affluent household is occupying a given housing type by choice than is a family of restricted means. (There are, of course, overriding concerns which may affect the choice such as age or physical handicap.)
2. Need Need is not synonymous with preference trends in housing. Virtually every household in Fillmore may prefer to live in a low density area, occupying a detached single-family home but because of economic or other factors, need low cost and, consequently, higher density housing.

Probably the most simple way to ascertain the relative need and apparent preference for various housing types in Fillmore is to take a comparative look at homeowners and renters.

The homeowner is typically the owner-occupant of a single-family detached unit, where the renter is most often found in a multiple-family development.

The following maps, charts and graphs will provide a basic demographic profile of the community's homeowner and renter population and thus establish the demand for certain housing types as it relates to these characteristics.

AFFORDABILITY

It is recognized that low to moderate income households can normally afford to pay no more than 25% of gross household income for shelter without putting undue economic strain on that household.

It is on this 25% figure that many public housing assistance programs are based.

Although we do not have a numerical breakout for income vs. monthly housing costs for homeowners, it is reasonable to assume that lending institutions limit total financing to a relatively affordable monthly payment which probably does not exceed 25% of total monthly income. In addition, the fact that a family is able to own its own home is indicative of a certain amount of financial security.

The following table illustrates the current cost of housing and rent for the population of Fillmore.

HOMEOWNERS

<u>Percent</u>		<u>Value of Home</u>
15.8%	own or are purchasing a home	under \$19,999
15.8%	"	\$20,000 - \$24,999
8.2%	"	\$25,000 - \$29,999
4.9%	"	\$30,000 - \$34,999
3.8%	"	over \$35,000
6.3%	other arrangements	

RENTERS

<u>Percent</u>		<u>Monthly Rent</u>
13.9%	rent is less than	\$100.00
9.7%	rent is	\$100 - \$175
1.2%	rent is	\$176 - \$249
.2%	rent is	over \$250
20.3%	no response	
100%		

Source: Ventura County Planning Department

FAMILY INCOME FILLMORE

<u>Number of Families</u>	<u>Amount</u>
342	under \$4,000
240	\$ 4,000 - \$ 6,000
155	\$ 6,000 - \$ 8,000
176	\$ 8,000 - \$10,000
192	\$10,000 - \$12,000
227	\$12,000 - \$15,000
180	\$15,000 - \$20,000
76	\$20,000 - \$25,000
<u>52</u>	over \$25,000
1,640 Total families	

Source: Ventura County Planning Department

AVERAGE RESIDENCY FILLMORE

Residency Total Fillmore

16.8%	no response
15.2%	under 1 year
12.7%	1 - 2 years
7.6%	2 - 3 years
4.6%	3 - 4 years
2.8%	4 - 5 years
4.1%	5 - 7 years
8.3%	7 - 10 years
10.4%	10 - 15 years
16.7%	more than 15 years
<u>.8%</u>	blanks
100%	Total

Source: Ventura County Planning Department

SUITABILITY - HABITABILITY

The adopted State Housing Element guidelines require that suitability and habitability be evaluated by defining the number of housing units in need of replacement or repair.

In 1978, staff conducted a city-wide structural condition and land use survey which visually documented the use and apparent code compliance of some structures in the City of Fillmore.

Criteria developed to ascertain physical conditions was based on the construction material and relative soundness of foundation, bearing walls and roofing. In addition, each property was evaluated for landscape maintenance.

Cited structures were identified if they were dilapidated, structurally substandard or exhibited deferred maintenance. These structures could be further reviewed to determine what needs to be replaced and what merely needs to be rehabilitated.

The survey was limited in its application as it was strictly an external evaluation. The external conditions of a residence is not necessarily a comprehensive indicator of interior code compliance.

In any case, this information does indicate a trend and is plotted on the following map to geographically define that area of Fillmore in which rehabilitation effort is most needed.

At this time, there is no known available source of information on the "suitability" of residential structures as it relates to special improvements necessary for the comfort and well being of elderly or handicapped occupants.



LEGEND

..... Approximate Locations of Units

LOCATIONS OF DEFERRED MAINTENANCE,
SUBSTANDARD OR DILAPIDATED CONDITIONS

FIGURE
NO.

A1

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LEGEND

• • Approximate Locations of Units

CODE VIOLATIONS 1978 - 1979

FIGURE NO.

A2

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